CLERK'S COPY.

TRANSCRIPT OF RECORD

Supreme Court of the United States

OCTOBER TERM, 1931

No. 805

JOHN J. CARROLL, PETITIONER,

vs.

CHARLES U. BECKER, SECRETARY OF STATE OF THE STATE OF MISSOURI, JEFFERSON CITY, MISSOURI.

ON WRIT OF CERTIORARI TO THE SUPREME COURT OF THE STATE OF MISSOURI

PETITION FOR CERTIORARI FILED MARCH 18, 1932

CERTIORARI GRANTED MARCH 22, 1932

(36,619)

(36,619)

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INDEX

	Original	Print
Proceedings in supreme court of Missouri	1	1
Caption	1	1
Order for alternative writ of mandamus	1	1
Minute entry of filing of amended petition	2	1
Amended petition for mandamus	3	1
Exhibit "A"—Record of proceedings of 56th General Assembly of Missouri	15	11
Order for amended alternative writ	45	44
Minute entry of filing of return	45	44
Return to writ	46	44
Exhibit "A"—Proceedings of Senate and Governor's veto message	53	50
Minute entry of filing of motion for judgment on the pleadings	56	52
Motion for judgment on the pleadings	56	52
Minute entry of submission, etc	57	53
Judgment	57	53
Opinion, White, J	59	53
Præcipe for transcript of record	70	62
Clerk's certificate (omitted in printing)	72	
Order allowing certiorari	73	64

JUDD & DETWEILER (INC.), PRINTERS, WASHINGTON, D. C., MARCH 18, 1932

[fol. 1] UNITED STATES OF AMERICA,
State of Missouri, ss:

Be it remembered that, heretofore, to-wit, on the 26th day of October 1931, there was filed in the office of the Clerk of the Supreme Court of the State of Missouri a petition for a writ of mandamus in a cause entitled State of Missouri, at the relation of John J. Carroll, Relator, against Honorable Charles U. Becker, Secretary of State, of the State of Missouri, Respondent, Numbered 31,668.

IN SUPREME COURT OF MISSOURI

No. 31668

STATE ex Rel. JOHN C. CARROLL, Rel.,

vs.

CHARLES U. BECKER, Secy. of State, Resp.

ORDER FOR ALTERNATIVE WRIT OF MANDAMUS—Oct. 27, 1931

Now at this day, the Court having considered the petition of relator filed herein for a writ of mandamus, doth order that an alternative writ of mandamus issue herein, as prayed, directed to said respondent, said writ to be returnable November 6, 1931, in court en banc.

[fol. 2] IN SUPREME COURT OF MISSOURI

[Title omitted]

MINUTE ENTRY—Nov. 4, 1931

Comes now the relator, by attorney, and by leave of court files herein an amended petition for a writ of mandamus.

[fol. 3] IN SUPREME COURT OF MISSOURI

[Title omitted]

AMENDED PETITION FOR MANDAMUS

This Relator respectfully represents and shows to this Honorable Court that he is a citizen, inhabitant and elector

of the State of Missouri, and resides in the City of St. Louis, Missouri, in the Fifth Ward of said City, and that he is now 28 years of age, and is, and since the time of his birth, has been a citizen of the United States of America, and that he has resided in said State of Missouri since the time of his birth, and that Respondent, Charles U. Becker, is the duly qualified and acting Secretary of State of the State of Missouri, and that his official acts are done and performed in the State Capitol in Jefferson City, Cole County, State of Missouri;

That under and by virtue of the laws of the State of Missouri and the United States of America, and the Constitution of the State of Missouri, and under and by virtue of Section 2 of Article I of the Constitution of the United States, this Relator is qualified and entitled to be a candidate for the nomination and election to the office of Representative in Congress from the State of Missouri, and under and by virtue of Section 1 of the Fourteenth Amendment to the Constitution of the United States, this Relator is entitled to the equal protection of the laws of the State of Missouri and of the United States, and Relator further [fol. 4] states that the hereinafter mentioned refusal of Respondent to receive and accept and file the hereinafter mentioned written declaration of relator's candidacy for the office of Representative from and of the Tenth Congressional District of the State of Missouri in the House of Representatives of the Congress of the United States, violates this Relator's rights under and by virtue of Section 2 of Article I of the Constitution of the United States, and also in violation of the Fourteenth Amendment to the Constitution of the United States, abridges the privileges and immunities of this Relator, and deprives Relator of the equal protection of the laws of the State of Missouri and of the United States of America;

That by the terms and provisions of Section 21 of an Act of Congress approved June 18th, 1929, entitled "An Act to Provide for the Fifteenth and Subsequent Decennial Censuses and To Provide for Apportionment of Representatives in Congress," all other laws and parts of laws inconsistent with the provisions of said act were repealed, and that pursuant to Section 22, Subdivision (a) of said Act, the President of the United States on December 4th, 1930, transmitted the following message to Congress:

"To the Congress of the United States: In compliance with the provision of Section 22 (A) of the Act approved June 18, 1929, I transmit herewith a statement prepared by the Bureau of the Census, Department of Commerce giving the whole number of persons in each state, exclusive of Indians not taxed, as ascertained under the Fifteenth Decennial Census of population and the number of representatives to which each state should be entitled under an apportionment of the existing number of representatives by the method known as the Method of Major Fractions which was the method used in the last preceding apportionment and also by the method known as the Method of Equal Proportions.

Herbert Hoover, December 4, 1930.

The White House, Washington, D. C.

[fol. 5] Relator further states that the statement accompanying the President's said message, in so far as it relates to the State of Missouri, is as follows, to-wit:

"Population as enumerated April 1st, 1930	3,629,367
Indians not taxed	257
Population basis of Apportionment	3,629,110
Apportionment of 435 Representatives by a Method of Major Fractions used in last preceding apportionment	13
Equal Proportions	13"

That as hereinbefore set forth, said statement accompanying the President's said message sets forth and shows that the State of Missouri shall be entitled in the 73rd Congress of the United States and each Congress thereafter until the taking effect of a reapportionment under said Act of Congress or subsequent statute, to thirteen Representatives in the House of Representatives of the Congress of the United States, and reference is hereby made to said Act of Congress of June 18th, 1929, last mentioned, and said message of the President of the United States thereunder with the same force and effect as if said Act and said message were hereat set out in full;

That pursuant to said Act of Congress last mentioned William Tyler Page, Clerk of the House of Representatives of the United States on or about March 6, 1931, transmitted

to the Governor of the State of Missouri the following certificate:

"House of Representatives, Clerk's Office, Washington, D. C.

I, William Tylen Page, Clerk of the House of Representatives of the United States, hereby certify pursuant to Section 22, Subdivision (B) of the Act of the Congress of the United States of America, entitled 'An Act to Provide for the Fifteenth and Subsequent Decennial Census and to Provide for Appointment of Representatives in Congress,' approved June 18, 1929, that the State of Missouri shall be entitled in the Seventy-third (73rd) Congress and in each Congress thereafter until the taking effect of a re- [fol. 6] apportionment under said Act or subsequent statute, to thirteen (13) representatives in the House of Representatives of the Congress of the United States.

In witness whereof I hereunto affix my name and the seal of the House of Representatives of the United States of America this 4th day of March A. D., 1931, in the City of Washington, District of Columbia.

William Tyler Page, Clerk of the House of Representatives of the United States. (Official Seal of the House of Representatives.)"

That the Congress of the United States is not now in session and has not been called in special session;

That the Fifty-sixth (56th) General Assembly of the State of Missouri duly convened on January 7th, 1931, and adjourned *sine die* on the 15th day of June, 1931, and the Legislature of the State of Missouri is not now in session and has not been called in special session, and that at all times herein mentioned between the 7th day of January, 1931, and the 15th day of June, 1931, the said Fifty-sixth General Assembly of the State of Missouri was duly in session, and the Senate and the House of Representatives of the State of Missouri were each and both duly in session;

That on April 9, 1931, and after the same had been duly prepared, presented and read, all in accordance with the laws of the State of Missouri, and the rules and provisions of the Senate of the State of Missouri and after the same had been duly reported upon by a committee of said Senate and after the same had been ordered by said Senate en-

grossed and printed for the use of its members, and after the same had been engrossed and printed for the use of the members of said Senate and after the same had been read on three different days in said Senate, there was duly passed [fol. 7] by said Senate and then and there so declared by the President of said Senate a Bill as amended for an Act entitled "An Act to Repeal Sections 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, 10725, 10726, 10727, and 10728 of the Revised Statutes of Missouri, 1929, relating to electoral and Congressional districts and enacting in lieu thereof, 14 new sections, pertaining to the same subject, and to be numbered 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, and 10725, and said Bill as amended thereupon became and is now known as "Committee Substitute for Senate Bills 95, 141 and 147, Fifty-sixth (56th) General Assembly of Missouri," and in words and figures is as follows, to-wit:

"An act to repeal sections 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, 10725, 10726, 10727 and 10728 of the Revised Statutes of Missouri, 1929, relating to electoral and congressional districts, and enacting in lieu thereof, 14 new sections, pertaining to the same subject, and to be numbered 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724 and 10725.

Be it enacted by the General Assembly of the State of Missouri, as follows:

Section 1. That section 10712 of the Revised Statutes of Missouri, 1929, be and the same is hereby repealed and a new section enacted in lieu thereof, to be known as section 10712, and to read as follows:

Sec. 10712. The State of Missouri, is hereby divided into thirteen congressional districts, the legal voters of each district to elect one member of Congress of the United States.

Section 2. That sections 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, 10725, 10726, 10727, and 10728 of the Revised Statutes of Mis-[fol. 8] souri, 1929, be and the same are hereby repealed and 13 new sections enacted in lieu thereof, to be known as

sections 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724 and 10725 and to read as follows:

Sec. 10713. The first district shall be composed of the counties of: Scotland, Knox, Shelby, Monroe, Audrain, Callaway, Osage, Clark, Lewis, Marion, Ralls, Pike, Lincoln, Montgomery, Warren, St. Charles, Franklin and Gasconade.

Sec. 10714. The second district shall be composed of the counties of: Harrison, Daviess, Mercer, Grundy, Livingston, Carroll, Putnam, Sullivan, Linn, Chariton, Saline, Schuyler, Adair, Macon, Randolph and Howard.

Sec. 10715. The third district shall be composed of the counties of: Atchison, Holt, Nodaway, Andrew, Buchanan, Platte, Worth, Gentry, Clinton, Clay, DeKalb, Caldwell and Ray.

Sec. 10716. The fourth district shall be composed of: All that part of Kansas City included in Wards 9, 10, 12, 14 and 16, as now constituted, and the following Townships in Jackson County, Blue, Fort Osage, Sni-A-Bar, Van Buren, Prairie and Brooking, and the counties of Cass, Bates, Vernon and Barton.

Sec. 10717. The fifth district shall be composed of: All that part of Kansas City included in Wards 1, 2, 3, 4, 5, 6, 7, 8, 11, 13, and 15, as now constituted, and Washington Township in Jackson County.

Sec. 10718. The sixth district shall be composed of the counties of: Lafayette, Johnson, Henry, St. Clair, Pettis, Benton, Hickory, Cooper, Boone, Morgan, Moniteau, Cole, Camden, and Miller.

Sec. 10719. The seventh district shall be composed of the counties of: St. Louis county, Jefferson, Ste. Genevieve and Saint Francois.

Sec. 10720. The eighth district shall be composed of: The following Wards and Precincts as now constituted in the City of St. Louis: Wards 11, 12, 13, 10, 23, 24 and 25, [fol. 9] and Precincts 1, 2, 3, 4, 5, 6, 7, 8, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, and 26 of Ward 28.

Sec. 10721. The ninth district shall be composed of: The following Wards and Precincts as now constituted in the City of St. Louis: Wards 1, 2, 3, 4, 18, 21, 22, 26 and 27; Precincts 6, 7, and 8 of Ward 19; and Precincts 9, 10, 27 and 28 of Ward 28.

Sec. 10722. The tenth district shall be composed of: The following Wards and Precincts as now constituted in the City of St. Louis: Wards 5, 6, 7, 8, 9, 14, 15, 16, 17 and 20; and Precincts 1, 2, 3, 4, 5, 9, 10, 11, 12, 13, 14, 15, 16, 17 and 18 of Ward 19.

Sec. 10723. The eleventh district shall be composed of the counties of: Perry, Madison, Bollinger, Cape Girardeau, Wayne, Butler, Stoddard, Scott, Mississippi, New Madrid, Pemiscot, Dunklin and Ripley.

Sec. 10724. The twelfth district shall be composed of the counties of: Greene, Dallas, Webster, Laclede, Wright, Maries, Pulaski, Texas, Phelps, Crawford, Washington, Dent, Iron, Shannon, Reynolds, Oregon and Carter.

Sec. 10725. The thirteenth district shall be composed of the counties of: Cedar, Polk, Dade, Jasper, Lawrence, Newton, McDonald, Barry, Stone, Christian, Taney, Douglas, Ozark, and Howell."

That thereafter, to-wit, on April 13, 1931, the House of Representatives of the Legislature of the State of Missouri was in session duly assembled and thereupon duly received from said Senate of the State of Missouri said Bill for an Act hereinbefore set forth which, as aforesaid, was Senate Committee Substitute for Senate Bills 95, 141 and 147 and of April 15, 1931, and while said House of Representatives was in session and duly assembled as aforesaid and after said Bill for an Act had been duly reported upon by a committee of said House of Representatives and after it had been read on three different days in said House of Rep- [fol. 10] resentatives said bill for an Act was duly passed by said House of Representatives and then and there so declared, and on April 17, 1931, the said Senate was duly and regularly informed by the House of Representatives that it had taken up and passed said "Committee Substitute for Senate Bills 95, 141 and 147" and on said 17th day of April, 1931, the said Bill having been duly en-

rolled, the Chairman of the said Senate's Committee on Enrolled Bills reported to said Senate duly assembled that said Committee Substitute for Senate Bills 95, 141 and 147 had been compared with the original and amendments proposed and that said Committee had examined the records of both the said House of Representatives and the said Senate and that the same was properly enrolled and thereupon on said date the President of said Senate and while the same was duly assembled in open session as aforesaid, announced that all other business would be suspended and that the bill having passed both branches of the 56th General Assembly of the State of Missouri would be read at length and that if there were no objections said bill would be signed by the Chairman to the end that it would become a law and thereupon said Bill was read at length by the Secretary of said Senate and no objections being made the President of said State Senate did sign the same to the end that it became a law, such signing being in the presence of said Senate in open session in accordance with law in such cases made and provided;

And on April 24, 1931, in open session of said House of Representatives and while the same was duly assembled, the Secretary of said Senate did come into and before said House of Representatives and did present to the Speaker of said House of Representatives said Bill which had prior thereto as aforesaid been passed, approved and enacted by both the said House of Representatives and the said Senate and the same was presented as aforesaid to the Speaker of said House of Representatives as passed and approved by [fol. 11] both the said House and Senate and authenticated as truly enrolled and thereupon the Speaker of said House of Representatives before affixing his signature thereto did suspend all other business and order and declare that said Committee Substitute for Senate Bills 95, 141 and 147 be read and thereupon the same was read at length and no objections being made, the Speaker of the said House of Representatives in open session did sign the same to the end that it became a law of the State of Missouri, such signing being in the presence of said House of Representatives duly assembled and in open session, all in accordance with the laws of Missouri in such cases made and provided and;

This relator further represents that said Bill and Act and the provisions therein contained have been duly enacted and passed by the Legislature of the State of Missouri as aforesaid and at all times herein mentioned since said enactment, the provisions contained in said Bill have been and are valid and existing laws of the State of Missouri and said Bill and Act has been filed and is now on file in the office of the Secretary of the State of Missouri.

This relator further represents that all of the proceedings in said Senate and House of Representatives with reference to the introduction and passage of said Bill and the enactment of said Act are more fully set forth in a true and certified copy of the record of the proceedings of the 56th General Assembly of Missouri relative thereto which said copy of said record is hereto attached and designated "Relator's Exhibit 'A' " and is hereby made a part hereof;

This relator further represents that as set forth hereinabove the Legislature of the State of Missouri in the 56th General Assembly did divide the State of Missouri into thirteen (13) congressional districts and provide that the legal voters of each district should elect one member of Congress of the United States and did designate by the terms and provisions of said Bill and by a section therein [fol. 12] designated as Section 10722 of the Revised Statutes of Missouri, 1929, that the Tenth District should be composed of the following wards and precincts as now constituted in the City of St. Louis, Missouri, to-wit: Wards 5, 6, 7, 8, 9, 14, 15, 16, 17 and 20; and Precincts 1, 2, 3, 4, 5, 9, 10, 11, 12, 13, 14, 15, 16, 17 and 18 of Ward 19.

This relator further represents that on October 26, 1931, he did pay to the Treasurer of the State (Missouri) Central Committee of the Democratic Party, upon whose ticket this relator proposes as a candidate and seeks nomination as and for representative from the Tenth Congressional District of the State of Missouri in the House of Representatives of the Congress of the United States, the sum of Fifty ($50.00) Dollars in lawful money of the United States in accordance with the provisions of the laws of Missouri and more particularly in accordance with the provisions of Section 10258 of the Revised Statutes of Missouri, 1929, and did take a receipt therefor, and thereafter on the 26th day of October, 1931, this relator did sign and execute a written declaration as provided for by the laws of Missouri

and, more particularly as provided for by Section 10257 of the Revised Statutes of Missouri, 1929, and in said written declaration this relator did state his full name and residence and that he proposed and proposes as a candidate for the office of representative from the Tenth Congressional District of Missouri in the House of Representatives in the Congress of the United States and that the party upon whose ticket he desires and is to be a candidate is the Democratic Party, and that if nominated and elected to such office, that he will qualify and such declaration was substantially in the following form, to-wit:

I, the undersigned, a resident and qualified elector of the 5th Ward, 3rd Precinct of the 5th Ward of the City of St. Louis, and State of Missouri do announce myself a candidate for the office of representative from and of the Tenth Congressional District of the State of Missouri in the [fol. 13] House of Representatives of the Congress of the United States of the Democratic Ticket to be voted for at the Primary Election to be held on the first Tuesday in August, 1932, and I further declare that if nominated and elected to such office, I will qualify.

Dated this 26th day of October, 1931.

(Signed) John J. Carroll.

This relator further represents that he did then on said 26th day of October, 1931, present and tender to the Respondent, Charles U. Becker, Secretary of State of the State of Missouri, at the office of said Respondent in the State Capitol in Jefferson City, Cole County, State of Missouri, the said written declaration signed and executed by this relator as aforesaid and also said receipt, and did request the Respondent to accept and file the same, all in accordance with the laws of Missouri, in such case made and provided and said Respondent did refuse and continues to refuse to accept or file the same and has rejected said written declaration and said receipt;

That at all times herein mentioned, it has been and now is one of the duties of said Respondent as Secretary of State of the State of Missouri, to receive filings of candidates for the nomination to the office of representatives in Congress from all persons eligible to be candidates thereat; and this relator at all times herein mentioned was and is so eligible.

This relator represents that he has no adequate remedy at law, and that in the interest of all the citizens and electors of the State of Missouri, a speedy hearing and determination of the matters herein presented is necessary to the welfare of the public;

Wherefore, your relator respectfully prays for the State's Writ of Mandamus directed to the Respondent, commanding him to accept from this relator for filing and to file said written declaration of this relator as a candi-
[fol. 14] date on the ticket of the Democratic Party of Missouri for the office of Representative from the Tenth Congressional District of the State of Missouri in the House of Representatives of the Congress of the United States, and relator prays that the Court make and enter such further orders, judgments, decrees touching the premises, as to this Honorable Court shall seem meet, just, proper and necessary.

John J. Carroll, Relator. Hyman G. Stein, Attorney for Relator.

Duly sworn to by John J. Carroll. Jurat omitted in printing.

[fol. 15] RELATOR'S EXHIBIT "A" TO AMENDED PETITION

State of Missouri, Department of State

To all to whom these presents shall come:

I, Charles U. Becker, Secretary of State of the State of Missouri, and Keeper of the Great Seal thereof, hereby certify that the annexed pages contain a full, true and complete copy of the record of the proceedings of the Fifty-Sixth General Assembly relative to the introducing and passing of Committee Substitute for Senate Bills 95, 141 and 147, as shown by the House and Senate Journals of said Assembly; also a copy of Committee Substitute for Senate Bills 95, 141 and 147 in form as passed, as the same appears on file and of record in this office.

In testimony whereof, I hereunto set my hand and affix the Great Seal of the State of Missouri. Done at the City

of Jefferson, this twenty-third day of October, A. D. Nineteen Hundred and Thirty-one.

Charles U. Becker, Secretary of State. (Seal.)

An act to repeal sections 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, 10725, 10726, 10727 and 10728 of the Revised Statutes of Missouri, 1929, relating to electoral and congressional districts, and enacting in lieu thereof, 14 new sections, pertaining to the same subject, and to be numbered 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724 and 10725.

Be it enacted by the General Assembly of the State of Missouri, as follows:

[fol. 16] Section 1. That section 10712 of the Revised Statutes of Missouri, 1929, be and the same is hereby repealed and a new section enacted in lieu thereof, to be known as section 10712, and to read as follows:

Sec. 10712. The State of Missouri, is hereby divided into thirteen congressional districts, the legal voters of each district to elect one member of congress of the United States.

Section 2. That sections 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, 10725, 10726, 10727 and 10728 of the Revised Statutes of Missouri, 1929, be and the same are hereby repealed and 13 new sections enacted in lieu thereof, to be known as sections 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724 and 10725 and to read as follows:

Sec. 10713. The first district shall be composed of the counties of: Scotland, Knox, Shelby, Monroe, Audrain, Callaway, Osage, Clark, Lewis, Marion, Ralls, Pike, Lincoln, Montgomery, Warren, St. Charles, Franklin and Gasconade.

Sec. 10714. The second district shall be composed of the counties of: Harrison, Daviess, Mercer, Grundy, Livingston, Carroll, Putnam, Sullivan, Linn, Chariton, Saline, Schuyler, Adair, Macon, Randolph and Howard.

Sec. 10715. The third district shall be composed of the counties of: Atchison, Holt, Nodaway, Andrew, Buchanan,

Platt, Worth, Gentry, Clinton, Clay, DeKalb, Caldwell and Ray.

Sec. 10716. The fourth district shall be composed of: All that part of Kansas City included in Wards 9, 10, 12, 14 and 16, as now constituted, and the following Townships in Jackson County, Blue, Fort Osage, Sni-A-Bar, Van Buren, Prairie and Brooking, and the counties of Cass, Bates, Vernon and Barton.

Sec. 10717. The fifth district shall be composed of: All that part of Kansas City included in Wards 1, 2, 3, 4, 5, 6, 7, 8, 11, 13, and 15, as now constituted, and Washington Township in Jackson County.

Sec. 10718. The sixth district shall be composed of the counties of: Lafayette, Johnson, Henry, St. Clair, Pettis, Benton, Hickory, Cooper, Boone, Morgan, Moniteau, Cole, Camden and Miller.

Sec. 10719. The seventh district shall be composed of the counties of: St. Louis county, Jefferson, Ste. Genevieve and Saint Francois.

Sec. 10720. The eighth district shall be composed of: The following Wards and Precincts as now constituted in the City of St. Louis: Wards 11, 12, 13, 10, 23, 24 and 25, and Precincts 1, 2, 3, 4, 5, 6, 7, 8, 11, 12, 13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25 and 26 of Ward 28.

Sec. 10721. The ninth district shall be composed of: The following Wards and Precincts as now constituted in the City of St. Louis: Wards 1, 2, 3, 4, 18, 21, 22, 26 and 27; Precincts 6, 7, and 8 of Ward 19; and Precincts 9, 10, 27 and 28 of Ward 28.

Sec. 10722. The tenth district shall be composed of: The following Wards and Precincts as now constituted in the [fol. 17] City of St. Louis: Wards 5, 6, 7, 8, 9, 14, 15, 16, 17 and 20; and Precincts 1, 2, 3, 4, 5, 9, 10, 11, 12, 13, 14, 15, 16, 17 and 18 of Ward 19.

Sec. 10723. The eleventh district shall be composed of the counties of: Perry, Madison, Bollinger, Cape Girardeau, Wayne, Butler, Stoddard, Scott, Mississippi, New Madrid, Pemiscot, Dunklin and Ripley.

Sec. 10724. The twelfth district shall be composed of the counties of: Greene, Dallas, Webster, Laclede, Wright, Maries, Pulaski, Texas, Phelps, Crawford, Washington, Dent, Iron, Shannon, Reynolds, Oregon and Carter.

Sec. 10725. The thirteenth district shall be composed of the counties of: Cedar, Polk, Dade, Jasper, Lawrence, Newton, McDonald, Barry, Stone, Christian, Taney, Douglas, Ozark, and Howell.

Record of Proceedings, Fifty-Sixth General Assembly of Missouri, In re: Committee Substitute for Senate Bills Numbered 95, 141 and 147.

Senate Journal Seventeenth Day, Thursday, January 29, 1931.

Senate Bill No. 95

Introduced by Senator Rehkop and Davis.

Entitled,

An act to repeal sections 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, 10725, 10726, 10727 and 10728 of the Revised Statutes of Missouri, relating to electoral and congressional districts, and enacting in lieu thereof, 14 new sections, pertaining to the same subject, and to be numbered 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724 and 10725 and to be read as follows:

Read first time and five hundred copies ordered printed.

Senate Journal Twentieth Day, Tuesday, February 3, 1931.

Senate Bill No. 141

Introduced by Senator Rehkop.

Entitled,

An act to repeal sections 10712, 10713, 10714, 10715, 10716, [fol. 18] 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, 10725, 10726, 10727 and 10728 of the Revised Statutes of Missouri, 1929, relating to electoral and congres-

sional districts, and enacting in lieu thereof 14 new sections pertaining to the same subject, and to be numbered 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724 and 10725 and to be read as follows:

Read first time and 500 copies ordered printed.

Senate Journal Twenty-First Day, Wednesday, February 4, 1931.

Senate Bill No. 147

Introduced by Senator Rehkop.

Entitled,

An act to repeal Sections 10712 to 10728 inclusive of the Revised Statutes of Missouri, 1929, relating to electoral and congressional districts, and enacting in lieu thereof, 14 new sections pertaining to the same subject, and to be numbered 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724 and 10725, and to be read as follows:

Read first time and five hundred copies ordered printed.

Senate Journal Nineteenth Day, Monday, February 2, 1931.

Senate Bill No. 95

Introduced by Senator Rehkop and Davis.

Entitled

An act to repeal sections 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, 10725, 10726, 10727 and 10728 of the Revised Statutes of Missouri, relating to electoral and congressional districts, and enacting in lieu thereof, 14 new sections, pertaining to the same subject, and to be numbered 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724 and 10725 and to be read as follows:

Read second time and referred to the Committee on Elections, Constitutional Amendments, Military Affairs and Permanent Seat of Government.

Senate Journal Twenty-Second Day, Thursday, February 5, 1931.

Senate Bill No. 141

Introduced by Senator Rehkop.

[fol. 19] Entitled,

An act to repeal sections 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, 10725, 10726, 10727 and 10728 of the Revised Statutes of Missouri, 1929, relating to electoral and congressional districts, and enacting in lieu thereof, 14 new sections pertaining to the same subject, and to be numbered 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724 and 10725 and to be read as follows:

Read second time and referred to the Committee on Elections, Constitutional Amendments, Military Affairs and Permanent Seat of Government.

Senate Journal Twenty-Third Day, Friday, February 6, 1931.

Senate Bill No. 147

Introduced by Senator Rehkop.

Entitled,

An act to repeal sections 10712 to 10728 inclusive, of the Revised Statutes of Missouri, 1929, relating to electoral and congressional districts, and enacting in lieu thereof, 14 new sections pertaining to the same subject, and to be numbered 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724 and 10725, and to be read as follows:

Read second time and referred to the Committee on Elections, Constitutional Amendments, Military Affairs, and Permanent Seat of Government.

Senate Journal Sixty-Seventh Day, Tuesday, April 7, 1931.

The hour of the special order of business having arrived, Committee Substitute for Senate Bill No. 95, 141, 147,

Entitled,

An act to repeal sections 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, 10725, 10726, 10727 and 10728 of the Revised Statutes of Missouri, 1929, relating to electoral and congressional districts, and enacting in lieu thereof, 14 new sections, pertaining to the same subject, and to be numbered 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724 and 10725.

Was again taken up for engrossment.

[fol. 20] Senate Amendment No. 1 was again taken up for Consideration.

Senator Crouse withdrew Senate Amendment No. 1.

Senator Morgan offered Senate Amendment No. 2 which was read as follows:

Senate Amendment No. 2, to Committee Substitute for Senate Bills 95, 141, 147.

Amend Committee Substitute for Senate Bills 95, 141, 147, Page 2, Section 10714, line 2, by striking out the word "Daviess."

Senator Morgan moved that the Amendment be adopted. Which was lost by the following vote:

Yeas—Senators:

Bates	Hildreth	Rehkop
Bringes	Kelley	Terry
Curfman	Morgan	Titus
Davis	Nolte	Warner
Harlin	Ralph	

Total 14

Noes—Senators:

Bales	Donnelly	McKittrick
Brogan	Gordon	Rollins
Casey	Haymes	Wammack
Clark	Henry	Whitecotton
Crouse	Kinney	Williams
Dearmont	Luther	

Total 17

Not Voting—Senators:

Buford	Gunn	Total 2

Absent with leave—Senator:

Depelheuer	Total 1

Senator Morgan offered Senate Amendment No. 3 which read as follows:

Senate Amendment No. 3 to Committee Substitute for Senate Bills numbers 95, 141 and 147.

Amend Committee Substitute for Senate Bills numbers 95, 141 and 147, by striking out all of sections 10713 to 10725 inclusive, and substituting in lieu thereof thirteen (13) new sections to be known as 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724 and 10725, and to read as follows:

Section 10713. The first district shall be composed of the Counties of Audrain, Boone, Callaway, Cole, Howard, Lincoln, Marion, Moniteau, Montgomery, Monroe, Pike, Ralls, Randolph, Shelby, St. Charles and Warren.

[fol. 21] Section 10714. The second district shall be composed of the Counties of Adair, Carrol, Chariton, Clark, Grundy, Harrison, Knox, Lewis, Linn, Livingston, Macon, Mercer, Putnam, Saline, Schuyler, Scotland and Sullivan.

Section 10715. The third district shall be composed of the counties of Andrew, Atchison, Buchanan, Caldwell, Clinton, Daviess, DeKalb, Gentry, Holt, Nodaway, Ray and Worth.

Section 10716. The fourth district shall be composed of the Counties of Clay and Platte, and all of that part of Kansas City included in wards 1, 2, 3, 4, 9, 10 and 11 as constituted January 1, 1931, and the following townships of Jackson County, Blue, Fort Osage and Sni-a-bar.

Section 10717. The fifth district shall be composed of all that part of Kansas City included in words 5, 6, 7, 8, 12, 13, 14, 15 and 16 as constituted January 1, 1931, and the following townships of Jackson County, Brooking, Prairie, Van Buren and Washington.

Section 10718. The sixth district shall be composed of the counties of Barton, Bates, Benton, Cass, Cedar, Cooper, Dade, Dallas, Henry, Hickory, Johnson, Lafayette, Morgan, Pettis, Polk, St. Clair and Vernon.

Section 10719. The seventh district shall be composed of the Counties of Barry, Christian, Douglas, Greene, Jasper, Lawrence, McDonald, Newton, Ozark, Stone and Taney.

Section 10720. The eighth district shall be composed of the Counties of Camden, Carter, Crawford, Dent, Iron, Howell, Laclede, Maries, Miller, Oregon, Phelps, Pulaski, Reynolds, St. Francois, Shannon, Texas, Washington, Webster and Wright.

Section 10721. The ninth district shall be composed of the Counties of Bollinger, Butler, Cape Girardeau, Dunklin, Madison, Mississippi, New Madrid, Pemiscot, Perry, Ripley, St. Genevieve, Scott, Stoddard and Wayne.

Section 10722. The tenth district shall be composed of the Counties of Franklin, Gasconade, Jefferson, Osage and St. Louis.

Section 10723. The eleventh district shall be composed of all of that part of the city of St. Louis included in Wards 1, 2, 3, 4, 18, 19, 20, 21, 22 and 27, as constituted January 1, 1931.

Section 10724. The twelfth district shall be composed of all that part of the City of St. Louis included in Wards 5, 6, 7, 8, 9, 10, 14, 15, 16, 17 and 23, as constituted January 1, 1931.

Section 10725. The thirteenth district shall be composed of all that part of the City of St. Louis included in Wards 11, 12, 13, 24, 25, 26 and 28 as constituted January 1, 1931.

Senator Morgan moved that Senate Amendment No. 3 be adopted.

Which failed of adoption by the following vote:

[fol. 22] Yeas—Senators:

Bates	Hildreth	Rehkop
Bringes	Kelley	Terry
Curfman	Morgan	Titus
Davis	Nolte	Warner
Harlin	Ralph	

Total 14

Noes—Senators:

Bales	Donnelly	McKittrick
Brogan	Gordon	Rollins
Casey	Haymes	Wammack
Clark	Henry	Whitecotton
Crouse	Kinney	Williams
Dearmont	Luther	

Total 17

Not Voting—Senators:

Buford	Gunn	Total 2

Absent—Senator:

Depelheuer	Total 1

Senator Rehkop offered Senate Amendment No. 4 to Committee Substitute to Senate Bills 95, 141, 147 which was read as follows:

Committee Substitute for Senate Bills 95, 141 and 147.

Amend Committee Substitute for Senate Bills 95, 141 and 147 by striking out all of sections 10713, to 10725 inclusive and insert in lieu thereof 13 new sections to be known as sections 10713, 10714, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, 10725 to read as follows:

Section 10713. The first district shall be composed of the Counties of Audrain, Boone, Callaway, Franklin, Gasconade, Lincoln, Marion, Monroe, Montgomery, Osage, Pike, Ralls, Randolph, St. Charles, Shelby and Warren.

Section 10714. The second district shall be composed of the Counties of Adair, Carroll, Chariton, Clark, Grundy, Harrison, Knox, Lewis, Linn, Livingston, Macon, Mercer, Putnam, Saline, Schuyler, Scotland and Sullivan.

[fol. 23] Section 10715. The third district shall be composed of the Counties of Andrew, Atchison, Buchanan, Caldwell, Clinton, Daviess, DeKalb, Gentry, Holt, Nodaway, Platte, Ray and Worth.

Section 10716. The fo-rth district shall be composed of the county of Clay and all of that part of Kansas City included in Wards 1, 2, 3, 4, 9, 10 and 11 as constituted Jan-

uary 1, 1931, and all of Blue, Fort Osage and Sni-a-bar townships in Jackson County.

Section 10717. The fifth district shall be composed of all that part of Kansas City included in Wards, 5, 6, 7, 8, 12, 13, 14, 15 and 16 as constituted January 1, 1931, and all of Brooking, Prairie, Van Buren and Washington townships of Jackson County.

Section 10718. The sixth district shall be composed of the counties of Bates, Benton, Cass, Cedar, Cole, Cooper, Henry, Hickory, Howard, Johnson, Lafayette, Moniteau, Morgan, Pettis, Polk, and St. Clair.

Section 10719. The seventh district shall be composed of the counties of Barry, Barton, Christian, Dade, Douglas, Howell, Jasper, Lawrence, McDonald, Newton, Ozark, Stone, Taney, and Vernon.

Section 10720. The eight- district shall be composed of the counties of Camden, Carter, Crawford, Dallas, Dent, Greene, Iron, Laclede, Maries, Miller, Oregon, Phelps, Pulaski, Reynolds, Shannon, Texas, Webster and Wright.

Section 10721. The ninth district shall be composed of the counties of Bollinger, Butler, Cape Girardeau, Dunklin, Madison, Mississippi, New Madrid, Pemiscot, Perry, Ripley, Scott, Stoddard and Wayne..

Section 10722. The tenth district shall be composed of the counties of Jefferson, St. Francois, St. Genevieve, St. Louis and Washington.

Section 10723. The eleventh district shall be composed of all that part of the City of St. Louis included in Wards 1, 2, 3, 4, 18, 19, 20, 21, 22 and 27, as constituted January 1, 1931.

Section 10724. The twelfth district shall be composed of all that part of the City of St. Louis included in Wards 5, 6, 7, 8, 9, 10, 14, 15, 16, 17 and 23 as constituted January 1, 1931.

Section 10725. The thirteenth district shall be composed of all that part of the City of St. Louis included in Wards 11, 12, 13, 24, 25, 26 and 28 as constituted January 1, 1931.

Senator Rehkop moved that Senate Amendment No. 4 be adopted.

Senator Morgan offered Senate Amendment No. 1 to [fol. 24] Senate Amendment No. 4 which was read as follows:

Senate Amendment No. 1 to Senate Amendment No. 4 to Committee Substitute to Senate Bills 95, 141 and 147.

Amend Amendment No. 4 to Committee Substitute for Senate Bill numbers 95 etc., by striking out of section 10713 the word "Shelby" and amending Section 10714 by adding at the end of said section the word "Shelby."

Senator Morgan moved that the Amendment be adopted.

Which motion failed of adoption by the following vote:

Yeas—Senators:

Bates	Hildreth	Rehkop
Bringes	Kelley	Terry
Curfman	Morgan	Titus
Davis	Nolte	Warner
Harlin	Ralph	
		Total 14

Noes—Senators:

Bales	Donnelly	McKittrick
Brogan	Gordon	Rollins
Casey	Haymes	Wammack
Clark	Henry	Whitecotton
Crouse	Kinney	Williams
Dearmont	Luther	
		Total 17

Absent—Senators:

Buford	Gunn	Total 2

Absent with leave Senators:

Depelheuer	Total 1

Committee Substitute for Senate Bills 95, 141, 147, was again taken up for engrossment.

Senate Amendment No. 4 was again considered and failed of adoption by the following vote:

[fol. 25] Yeas—Senators:

Bates	Morgan	Terry
Curfman	Nolte	Warner
Davis	Ralph	
Kelly	Rehkop	
		Total 10

Noes—Senators:

Bales	Donnelly	Luther
Brogan	Gordon	McKittrick
Crouse	Haymes	Wammack
Clark	Henry	Whitecotton
Dearmont	Kinney	Williams
		Total 15

Absent—Senators:

Bringes	Gunn	Rollins
Buford	Harlin	Titus
Casey	Hildreth	
		Total 8

Absent with leave Senators:

Depelheuer	Total 1

Senator Morgan offered Senate Amendment No. 5.

Senate Amendment No. 5 to Committee Substitute for Senate Bills numbers 95, 141 and 147.

Amend Committee Substitute for Senate Bills Nos. 95, 141 and 147 by striking out in the second line of the caption the figure "95."

Senator Bales raised a point of order against the Amendment for the reason that after the substitute was defeated Senate Bill No. 95 would still be on the calendar.

The Chair held the point of order well taken and declared the Amendment out of order.

Senator Warner offered Senate Amendment No. 6 which was read as follows:

[fol. 26] Senate Amendment No. 6 to Senate Bills Nos. 95, 141 and 147.

Amend Committee Substitute for Senate Bills Nos. 95, 141 and 147, page 3, Sections 10720 and 10722 by striking out in line 3 of Section 10720 the figure "14" and substituting in lieu thereof the figure "10" and by striking out of Section 10722, line 3, the figure "10" and substituting in lieu thereof the figure "14."

Senator Warner moved that the Amendment be adopted.

Which motion prevailed.

Senator Davis offered Senate Amendment No. 7, which was read as follows:

Senate Amendment No. 7 to Committee Substitute for Senate Bills 95, 141 and 147.

Amend Committee Substitute for Senate Bills 95, 141 and 147, Section 10716, by striking out the word "Cass" in line 5.

Senator Davis moved that the Amendment be adopted.

Which motion was lost by the following vote:

Yeas—Senators:

Bringes	Kelley	Ralph
Curfman	Morgan	Rehkop
Davis	Nolte	Terry
		Warner

Total 10

Noes—Senators:

Bales	Donnelly	Luther
Brogan	Gordon	McKittrick
Crouse	Haymes	Wammock
Clark	Henry	Whitecotton
Dearmont	Kinney	Williams

Total 15

Absent—Senators:

Bates	Gunn	Rollins
Buford	Harlin	Titus
Casey	Hildreth	

Total 8

Absent with leave Senators:

Depelheuer

Total 1

[fol. 27] Senator Davis offered Senate Amendment No. 8 to Committee Substitute to Senate Bills 95, 141, 147 which was read as follows:

Amend Committee Substitute for Senate Bills 95, 141, 147, Section 10716 line 5 by striking out the word "Bates" and further amend said substitute section 10718 by inserting the word "Bates" between the words "Johnson" and "Henry" in line 2 of said section.

Senator Davis moved the adoption of the Amendment which was lost by the following vote:

Yeas—Senators:

Bates	Hildreth	Ralph
Bringes	Kelley	Rehkop
Curfman	Morgan	Terry
Davis	Nolte	Warner

Total 12

Nays—Senators:

Bales	Donnelly	Luther
Brogan	Gordon	McKittrick
Clark	Haymes	Wammack
Crouse	Henry	Whitecotton
Dearmont	Kinney	Williams

Total 15

Absent—Senators:

Buford	Gunn	Rollins
Casey	Harlin	Titus
Depelheuer		

Total 7

Senator Davis offered Senate Amendment No. 9, which was read as follows:

Senate Amendment No. 9 to Committee Substitute for Senate Bill Nos. 95, 141, 147.

Amend Committee Substitute for Senate Bill Nos. 95, 141, and 147, by striking out of lines five and six of section 10716, by striking out the words "and the counties of Cass, Bates, Vernon and Barton."

Senator Davis moved that the Amendment be adopted.

Senator Bales offered Senate Amendment No. 1 to Senate Amendment No. 9 which was read as follows:

[fol. 28] Senate Amendment No. 1 to Senate Amendment No. 9 to Committee Substitute Nos. 95, 141 and 147.

Amend Amendment by adding thereto the following words and by inserting in lieu of the words so stricken out the following words "and the counties of Lafayette and Johnson."

Senator Bales moved the Amendment be adopted.

Which motion prevailed.

Senate Amendment No. 9 as amended failed of adoption, by the following vote:

Yeas—Senators:

Bates	Davis	Ralph
Bringes	Morgan	Rehkop
Curfman		
		Total 7

Noes—Senators:

Bales	Dearmont	Kinney
Brogan	Donnelly	McKittrick
Clark	Gordon	Whitecotton
Crouse	Haymes	Williams
		Total 12

Absent—Senators:

Buford	Hildreth	Terry
Casey	Kelley	Titus
Gunn	Luther	Wammack
Harlin	Nolte	Warner
Henry	Rollins	
		Total 14

Absent with leave Senators:

Depelheuer	Total 1

Senator Rehkop offered Senate Amendment No. 10 which was read as follows:

Senate Amendment No. 10 to Committee Substitute for Senate Bills Nos. 95, 141, 147.

Amend Section 10718 by adding the word "Cedar" and in Section 10725 by striking out the word "Cedar."

[fol. 29] Senator Rehkop moved that the Amendment be adopted.

Which motion was lost.

Senator Brogan offered Senate Amendment No. 11 to Committee Substitute for Senate Bills 95, 141, 147, which was read as follows:

Senate Amendment No. 11 to Committee Substitute for Senate Bills 95, 141, 147.

Amend Committee Substitute for Senate Bills 95, 141, 147, page 3, section 10721 line 3, by adding between the figure 18 and 21, the figure 20, and by striking out of line 4 after the word precincts and before the word of, the figures 6-7, and 8, and by inserting in lieu thereof the word and figures 4, 5, 6, 7, 8, 9 and 10.

Senator Brogan moved the adoption of the Amendment.

Which motion failed of adoption.

Senator Davis offered Senate Amendment No. 12 to Committee Substitute for Senate Bills 95, 141, 147, which was read as follows:

Senate Amendment No. 12 to Committee Substitute for Senate Bills 95, 141, 147.

Amend Committee Substitute for Senate Bills 95, 141, 147 by striking out all of Section 10717 and substituting in lieu thereof the following:

The fifth district shall be composed of all that part of Kansas City included in wards 5, 6, 7, 8, 13, 14, 15, 16 as constituted January 1, 1931, and the following townships of Jackson County, Brooking, Prairie, Van Buren and Washington.

Senator Davis moved that Senate Amendment No. 12 be adopted.

Which motion was lost by the following vote:

Yeas—Senators:

Bates	Henry	Nolte
Bringes	Hildreth	Ralph
Curfman	Kelley	Rehkop
Davis	Morgan	Terry
		Total 12

Noes—Senators:

Bales	Donnelly	Luther
Clark	Gordon	McKittrick
Crouse	Haymes	Wammack
Dearmont	Kinney	Whitecotton
		Williams
		Total 13

[fol. 30] Absent—Senators:

Brogan	Depelheuer	Rollins
Buford	Gunn	Terry
Casey	Harlin	Warner
		Total 9

Senator Davis offered Senate Amendment No. 13 which was read as follows:

Senate Amendment No. 13, to Committee Substitute for Senate Bills 95, 141, 147.

Amend Committee Substitute Senate Bills 95, 141, 147 by striking out all of Section 10716, and substituting in lieu thereof the following: "The fourth district shall be composed of: all that part of Kansas City included in wards 1, 2, 3, 4, 9, 10, 11, 12 as constituted January 1, 1931, and the following townships of Jackson County: Fort Osage, Blue and Sni-a-bar.

Senator Davis moved that the Amendment be adopted.

Which motion was lost by the following vote:

Yeas—Senators:

Bates	Hildreth	Ralph
Bringes	Kelley	Rehkop
Curfman	Morgan	Terry
Davis	Nolte	Warner
		Total 12

Noes—Senators:

Bales	Gordon	McKittrick
Clark	Haymes	Wammack
Crouse	Henry	Whitecotton
Dearmont	Kinney	Williams
Donnelly	Luther	

Total 14

Absent—Senators:

Brogan	Gunn	Titus
Buford	Harlin	
Casey	Rollins	

Total 7

Absent with leave—Senators:

Depelheuer

Total 1

[fol. 31] Senator Crouse moved that Committee Substitute for Senate Bills Nos. 95, 141, 147 as amended be adopted.

Which motion prevailed by the following vote:

Yeas—Senators:

Bales	Donnelly	Luther
Brogan	Gordon	McKittrick
Clark	Haymes	Rollins
Crouse	Henry	Wammack
Dearmont	Kinney	Whitecotton
		Williams

Total 16

Noes—Senators:

Bates	Hildreth	Ralph
Bringes	Kelley	Rehkop
Curfman	Morgan	Terry
Davis	Nolte	Warner

Total 12

Absent—Senators:

Buford	Gunn	Titus
Casey	Harlin	

Total 5

Absent with leave—Senators:

Depelheuer Total 1

Senator Crouse moved that Committee Substitute for Senate Bills 95, 141, 147 as amended, be ordered engrossed and printed.

Which motion prevailed by the following vote:

Yeas—Senators:

Bales	Donnelly	Luther
Brogan	Gordon	McKittrick
Clark	Haymes	Rollins
Crouse	Henry	Wammack
Dearmont	Kinney	Whitecotton
		Williams

Total 16

[fol. 32] Noes—Senators:

Bates	Hildreth	Ralph
Bringes	Kelley	Rehkop
Curfman	Morgan	Terry
Davis	Nolte	Warner

Total 12

Absent—Senators:

Buford	Gunn	Titus
Casey	Harlin	

Total 5

Absent with leave—Senators:

Depelheuer Total 1

68th Day, April 8, 1931 of Senate Journal.

Senator Crouse, Chairman of the Committee on Engrossed Bills, submitted the following report.

Mr. President:

Your Committee on Engrossed Bills to which was referred Committee Substitute for Senate Bills Nos. 95, 141, 147.

Entitled,

An act to repeal sections 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, 10725, 10726, 10727 and 10728 of the Revised Statutes of

Missouri, 1929, relating to electoral and congressional districts, and enacting in lieu thereof, 14 new sections, pertaining to the same subject, and to be numbered 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, and 10725.

Senate Journal 69th Day, Thursday April 9, 1931.

Senator Crouse moved that Committee Substitute for Senate Bills 95, 141, 147 be read third time and placed upon its final passage.

Committee Substitute for Senate Bills 95, 141, 147.

Entitled,

An act to repeal sections 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, 10725, 10726, 10727 and 10728 of the Revised Statutes of Missouri, 1929, relating to electoral and congressional [fol. 33] districts, and enacting in lieu thereof, 14 new sections, pertaining to the same subject, and to be numbered 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 0721, 10722, 10723, 10724 and 10725.

Was taken up.

On motion of Senator Gordon the Senate recessed until 2:00 p. m.

Afternoon Session.

The time of recess having expired the Senate was called to order by the President.

Committee Substitute for Senate Bills 95, 141 and 147 was again taken up for the third reading and final passage.

And on motion of Senator Crouse Committee Substitute for Senate Bills 95, 141 and 147 was read third time and failed to pass by the following vote:

Yeas—Senators:

Bales	Dearmont	Luther
Brogan	Donnelly	McKittrick
Casey	Haymes	Rollins
Clark	Henry	Wammack
Crouse	Kinney	Whitecotton
		Williams

Total 16

Noes—Senators:

Bates	Gordon	Nolte
Bringes	Harlin	Ralph
Curfman	Hildreth	Rehkop
Davis	Kelley	Terry
Depelheuer	Morgan	Titus
		Warner
		Total 16

Not Voting—Senators:

Gunn Total 1

Absent with leave—Senator:

Buford Total 1

[fol. 34] Senate Journal Seventeenth Day, Friday April 10, 1931.

Senator Gordon moved that the vote by which Committee Substitute for Senate Bills Nos. 95, 141 and 147 failed to pass, be reconsidered.

Which motion prevailed.

Committee Substitute for Senate Bills Nos. 95, 141 and 147.

Entitled,

An act to repeal sections 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, 10725, 10726, 10727 and 10728, of the Revised Statutes of Missouri, 1929, relating to electoral and congressional districts, and enacting in lieu thereof, 14 new sections, pertaining to the same subject, and to be numbered 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, and 10725.

Was again taken up read third time and passed by the following vote:

Yeas—Senators:

Bales	Dearmont	Luther
Brogan	Donnelly	McKittrick
Buford	Gordon	Rollins
Casey	Haymes	Wammack
Clark	Henry	Whitecotton
Crouse	Kinney	Williams
		Total 18

Noes—Senators:

Bates	Harlin	Nolte
Curfman	Hildreth	Ralph
Davis	Kelly	Rehkop
Depelheuer	Morgan	Terry
		Titus
		Total 13

Absent—Senators:

Bringes	Gunn	Total 2

Absent with leave—Senator:

Warner	Total 1

The President declared the Bill passed.

[fol. 35] Senator Gordon moved that the title be agreed to.

Which motion prevailed.

Senator Gordon moved that the vote by which the bill passed, be reconsidered.

Senator Clark moved that that motion lie on the table.

The latter motion prevailed.

Senate Journal Seventy-Fifth Day, Friday, April 17, 1931.

Mr. President:

I am instructed by the House of Representatives to inform the Senate that the House has taken up and passed Committee Substitute for Senate Bills Nos. 95, 141, 147.

Entitled,

An act to repeal sections 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, 10725, 10726, 10727 and 10728, of the Revised Statutes of Missouri, 1929, relating to electoral and congressional districts, and enacting in lieu thereof, 14 new sections, pertaining to the same subject, and to be numbered

10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, and 10725.

Senator Clark, Chairman of the Committee on Enrolled Bills submitted the following report:

Mr. President:

Your Committee on Enrolled Bills to which was referred Committee Substitute for Senate Bills No. 95, 141 and 147.

Entitled,

An act to repeal sections 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, 10725, 10726, 10727 and 10728, of the Revised Statutes of Missouri, 1929, relating to electoral and congressional districts, and enacting in lieu thereof, 14 new sections, pertaining to the same subject, and to be numbered 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, and 10725.

[fol. 36] Begs leave to report that it has compared the same with the original and Amendments proposed and examined the record of both houses and said — here is properly enrolled.

The president announced that all other business would be suspended and that Committee Substitute for Senate Bills 95, 141 and 147.

Entitled,

An act to repeal sections 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, 10725, 10726, 10727 and 10728, of the Revised Statutes of Missouri, 1929, relating to electoral and congressional districts, and enacting in lieu thereof, 14 new sections, pertaining to the same subject, and to be numbered 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, and 10725.

Having passed both branches of the General Assembly would be read at length and if there were no objections said bill would be signed by the President to the end that it may become a law, said bill was read at length by the Secretary and signed by the President.

[fol. 37] House Journal, Seventy-Third Day, Monday, April 13, 1931

The following message was received from the Senate through its Secretary.

Mr. Speaker:

I am instructed by the Senate to inform the House of Representatives that there has been introduced into and passed by the Senate Committee Substitute for Senate Bills 95, 141 and 147.

Entitled,

An act to repeal sections 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, 10725, 10726, 10727 and 10728, of the Revised Statutes of Missouri, 1929, relating to electoral and congressional districts, and enacting in lieu thereof, 14 new sections, pertaining to the same subject, and to be numbered 10712, 10713, 10714, 10715, 10716,—, 10718, 10719, 10720, 10721, 10722, 10723, 10724, and 10725.

In which the concurrence of the House of Representatives is respectfully requested.

Was read first time.

House Journal Seventy-Fourth Day, April 14, 1931.

Committee Substitute for Senate Bills Nos. 95, 141, and 147 was read the second time and referred to the Committee on Redistricting.

Mr. Hammett Chairman of the Committee on Redistricting submitted the following report.

Mr. Speaker:

Your Committee on Redistricting to which was referred Committee Substitute for Senate Bills Nos. 95, 141, 147,

Entitled,

An act to repeal sections 10712, 10713, 10714, 10715, 10716, [fol. 38] 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, 10725, 10726, 10727 and 10728 of the Revised Statutes of Missouri, 1929, relating to electoral and con-

gressional districts, and enacting in lieu thereof, 14 new sections, pertaining to the same subject, and to be numbered 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724 and 10725.

Begs leave to report that it has examined the same and recommends that it do pass.

Mr. Hammett moved that Senate Committee Substitute for Senate Bills Nos. 95, 141, 147, be made a special order of business Wednesday afternoon at 2:00 o'clock, which motion prevailed.

House Journal Seventy-fifth day, Wednesday, April 15, 1931.

The hour for special order of business having arrived Senate Committee Substitute for Senate Bills Nos. 95, 141, 147 was taken up for third reading and placed on its final passage.

On motion of Mr. Hammett Committee Substitute for Senate Bills Nos. 95, 141, 147 was taken up for third reading and placed on its final passage.

Committee Substitute for Senate Bills Nos. 95, 141 and 147.

Entitled,

An act to repeal sections 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, 10725, 10726, 10727 and 10728, of the Revised Statutes of Missouri, 1929, relating to electoral and congressional districts, and enacting in lieu thereof, 14 new sections, pertaining to the same subject, and to be numbered 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, and 10725.

Mr. Elmer offered House Amendment No. 1 to Committee Substitute for Senate Bills Nos. 95, 141 and 147.

House Amendment No. 1 to Committee Substitute for Senate Bills Nos. 95, 141 and 147.

Amend Committee Substitute for Senate Bills Nos. 95, 141 and 147 by striking out all Sections 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724 and 10725 and substitute in lieu thereof the following:

Section 10713. The first district shall be composed of the counties of Atchison, Nodaway, Worth, Harrison, Mercer, Daviess, Gentry, DeKalb, Andrew, Holt, Buchanan, Platte, Clinton and Caldwell.

[fol. 39] Section 10714. The second district shall be composed of; all that part of Kansas City included in words 1, 2, 3, 4, 9, 10 and 11, as now constituted and the following Townships in Jackson County; Blue, Fort Osage, Sni-a-bar, Van Buren and Prairie and the counties of Clay and Ray.

Section 10715. The third district shall be composed of all that part of Kansas City, included in wards 5, 6, 7, 8, 12, 13, 14, 15 and 16, as now constituted and the following Townships in Jackson County; Washington and Brooking and the counties of Cass and Lafayette.

Section 10716. The fourth district shall be composed of the counties of Putnam, Sullivan, Grundy, Livingston, Linn, Macon, Shelby, Marion, Monroe, Ralls, Chariton and Carroll. Schuyler.

Section 10717. The fifth district shall be composed of the counties of Pike, Lincoln, St. Charles, Warren, Montgomery, Gasconade, Osage, Callaway, Audrain, Randolph, Boone, Howard, Cooper, Cole, and Moniteau.

Section 10718. The sixth district shall be composed of the following wards and precincts as now constituted in the City of St. Louis: Wards 11, 12, 13, 10, 23, 24 and 25, and Precincts 1, 2, 3, 4, 5, 6, 7, 8, 11, 12, 13, 14, 15, 16, 17; 18, 19, 20, 21, 22, 23, 24, 25, and 26 of Ward 28.

Section 10719. The seventh district shall be composed of: The following Wards and Precincts as now constituted in the City of St. Louis: Wards, 1, 2, 3, 4, 18, 21, 22, 26, and 27, Precincts 6, 7, and 8 of Ward 19: and Precincts 9, 10, 27 and 28 of Ward 28.

Section 10720. The eighth district shall be composed of: The following Wards and Precincts as now constituted in the City of St. Louis: Wards 5, 6, 7, 8, 9, 14, 15, 16, 17 and 20: and Precincts 1, 2, 3, 4, 5, 9, 10, 11, 12, 13, 14, 15, 16, 17 and 18 of Ward 19.

Section 10721. The ninth district shall be composed of the Counties of St. Louis, Jefferson and Franklin.

Section 10722. The tenth district shall be composed of the Counties of Saline, Johnson, Pettis, Bates, Henry, Benton, Morgan, Miller, Camden, Laclede, Dallas, Hickory, St. Clair, Vernon, Barton, Cedar, Dade, Polk.

Section 10723. The eleventh district shall be composed of the counties of Greene, Christian, Taney, Stone, Lawrence, Barry, Jasper, Newton, McDonald.

Section 10724. The twelfth district shall be composed of the Counties of Washington, Crawford, Iron, Dent, Phelps, Maries, Pulaski, Webster, Wright, Texas, Shannon, Reynolds, Madison, Carter, Wayne, Ripley, Butler, Oregon, Howell, Douglas and Ozark.

Section 10725. The thirteenth district shall be composed of the counties of St. Francois, Ste. Genevieve, Perry, Cape Girardeau, Bollinger, Scott, Stoddard, New Madrid, Mississippi, Dunklin and Pemiscot.

Which failed of adoption by the following Vote:

Ayes—Messrs:

Amyx	Divinia	Huber
Ballew	Duensing	Jones (Jefferson)
Bamber	Elmer	Kendell
Barken	Fields	Klebba
Beaman	Fisher	Knell
Britain	Freeland	Lehman
Bryant	Goener	Limbough
Clegg	Harrison	Logan (Benton)
Crain	Heege	Miller (Andrew)
Davies	Hehl	Miller (St. L. City)

[fol. 40]

Moody	Putnam	Spearman
Oberhellman	Riener	Still
Ochs	Ringe	Stitt
Papke	Schaffner	Vincent
Parker	Schultz	Wahlers
Proechter	Silvey	Whitaker
Procter	Smith (Laclede)	Williams
Pryor	Sobotka	Wolff

Total 54

Noes—Messrs:

Abney	Gingery	Marsh
Alexander	Hammett	Maxey
Armstrong	Harper	Meredith
Asotsky	Hadkell	Motter
Baldwin	Hendren	Murray
Barry (Mississippi)	Hicks	Neill
Bates	Higgins	Paul
Berry (Jackson)	Hodges	Penman
Blair	Holliday	Ramsey
Bourk	Holman	Rebo
Bradley	Hudson	Reed
Brannock	Huston	Richards
Brown	Jackson	Riley
Burton	Job	Roach
Calvin	Joffee	Roney
Carter	Jones (Cooper)	Rucker
Chancellor	Jones (Dunklin)	Sizer
Clay	Jones (Macon)	Smith (Lincoln)
Corbett	Keating	Snyder (Lewis)
Cox	Keithly	Terrill
Damon	Kinder	Tetherow
Daniels	Kirby	Tracy
Despain	Lafferty	White
Drury	Lehr	Whitecotton
Elder	Lyell	Whitsell
Fletchall	McCormick	Wisdom
Foley	McKinney	Witty
Francis	Maness	Mr. Speaker
Fyan		

Total 85

Absent—Messrs:

Hinshaw	Peery	Rens
Lemon	Ploeser	Schneider (St. L. City)
Logan (Carroll)	Powell	Simpson
Meyer	Presley	

Total 11

[fol. 41] On motion of Mr. Hammett Committee Substitute for Senate Bills Nos. 95, 141 and 147 was read third time and passed by the following vote:

Ayes—Messrs:

Abney	Fyan	Marsh
Alexander	Gingery	Maxey
Armstrong	Hammett	Meredith
Asotsky	Harper	Murray
Baldwin	Haskell	Neill
Barry (Mississippi)	Hendren	Paul
Bates	Hicks	Perry
Berry (Jackson)	Higgins	Penman
Blair	Hodges	Ramsey
Bourk	Holliday	Rebo
Bradley	Holman	Reed
Brannock	Hudson	Richards
Brown	Huston	Riley
Burton	Jackson	Roach
Calvin	Job	Roney
Carter	Joffee	Rucker
Chancellor	Jones (Cooper)	Sizer
Clay	Jones (Dunklin)	Smith (Lincoln)
Corbett	Keating	Snyder (Lewis)
Cox	Keithly	Terrill
Damon	Kinder	Tetherow
Daniels	Kirby	Tracy
Despain	Lafferty	White
Drury	Lehr	Whitecotton
Elder	Lyell	Whitsell
Fletchall	McCormick	Wisdom
Foley	McKinney	Witty
Francis	Maness	Mr. Speaker

Total 84

Noes—Messrs:

Amyx	Davies	Heege
Ballew	Divinia	Hehl
Bamber	Duensing	Huber
Barken	Elmer	Jones (Jefferson)
Beaman	Fields	Jones (Macon)
Britain	Fisher	Kendell
Bryant	Freeland	Klebba
Clegg	Goener	Knell
Crain	Harrison	Lehman

Limbough	Pryor	Spearman
Logan (Benton)	Putnam	Still
Miller (Andrew)	Rens	Stitt
Moody	Reiner	Vincent
Oberhellmann	Ringe	Wahlers
Ochs	Schaffner	Whitaker
Papke	Schultz	Williams
Parker	Silvey	Wolff
Proechter	Smith (Laclede)	
Proctor	Sobotka	

Total 55

[fol. 42] Absent—Messrs:

Hinshaw	Miller (St. L. City)	Presley
Lemon	Motter	Schneider (St. L. City)
Logan (Carroll)	Ploeser	Simpson
Meyer	Powell	

Total 11

On motion of Mr. Bates the title of Committee Substitute for Senate Bills Nos. 95, 141 and 147 was read and agreed to.

Mr. Calvin moved to reconsider the vote by which Committee Substitute for Senate Bills Nos. 95, 141 and 147 was passed.

Mr. Huston moved that the previous motion lie on the table

Which motion prevailed.

House Journal Eighty-second Day, Friday April 24, 1931,

Comes now into the House in open session R. E. L. Marrs Secretary of the Senate and presents to the Speaker of the House Senate Bills Nos. 124, 92, 136, 52, 63, 12, 13, 14, 22, 29, and Committee Substitute for Senate Bills Nos. 95, 141, 147 as passed and approved by both the House and the Senate and authenticated as truly enrolled.

Thereupon the Speaker of the House before affixing his signature thereto, did suspend all other business and ordered and declared Senate Bills Nos. 124, 92, 136, 52, 63, 12, 13, 14, 22, 29, and Committee Substitute for Senate Bills Nos. 95, 141, 147, be now read.

Thereupon Senate Bills Nos. 124, 92, 136, 52, 63, 12, 13, 14, 22, 29, and Committee Substitute for Senate Bills Nos.

95, 141, 147, were read at length and no objections being made the speaker of the House in open session did sign the same to the end that they became laws, such signing being in the presence of the House in open session, in accordance with law in such cases made and provided.

[fol. 43] Eighty-second Day, Saturday April 25, 1931.

April 25, 1931.

To the Senate of the 56th General Assembly:

I have the honor to return herewith, without my approval, Committee Substitute for Senate Bills No. 95, No. 141, No. 147.

Entitled,

An act to repeal sections 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, 10725, 10726, 10727, and 10728 of the Revised Statutes of Missouri, 1929, relating to electoral and congressional districts, and enacting in lieu thereof, 14 new sections, pertaining to the same subject, and to be numbered, 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724 and 10725.

This is the same bill referred to in my message of April 14, 1931, as the Congressional Redistricting Measure which the Senate had passed and had transmitted to the House for its action. This bill was passed by the House, on a strictly party vote, on the very next day after that message was delivered. I can add little to what was said in that message concerning it. If my objections to the bill, expressed before it was passed, were not sufficient to influence your action, I have little hope that their mere repetition now will have any greater effect.

However, the Constitution requires that in returning a bill without my approval, I state my objections.

These are:

That the bill does not provide districts which are compact in territory and it does violate the principle that territory, the inhabitants of which have the same common interests and problems, should be joined for the purpose of congressional representation. That compactness has not

been sacrificed for the purpose of obtaining equality of population in evident. Other plans suggested outlined districts much more compact, without sacrificing substantial equality in population.

Much has been said of the supposed partisan complexion of the districts formed both by this measure, and by other plans. I respectfully suggest that compactness of districts and the joining of people having common interests and problems should not be sacrificed for partisan purposes. The districts should not be distorted to make them either Republican or Democratic.

[fol. 44] It is not contemplated by law or principle that citizens shall be thrown together into districts, at the expense of compactness, merely because of their supposed partisan affiliations, or in order to make the representation of the State in Congress predominantly Republican or predominantly Democratic.

I am returning this bill to you as soon as possible. While it was passed by the House on April 15th, it did not reach me until yesterday, April 24th. It is late in the session and I know that you are tired from your arduous and prolonged service, but nevertheless it is highly desirable that a suitable redistricting measure by adopted at this session, and you still have time to pass such an act, I indulge the hope that you will do so.

However, as I said in my message, it is better that our people be inconvenienced for two years, or even longer, than to be deprived indefinitely of fair representation in the Congress of the United States.

Very truly yours,

Henry S. Caulfield, Governor.

Clerk's Certificate to foregoing exhibit omitted in printing.

[fol. 45] IN SUPREME COURT OF MISSOURI

31668

State ex Rel. JOHN J. CARROLL, Rel.,

vs.

CHARLES U. BECKER, Secy. of State, Resp.

ORDER FOR AMENDED ALTERNATIVE WRIT—Nov. 4, 1931

Now at this day, the court having seen and examined the amended petition, doth order that an amended alternative writ issue herein, as prayed, directed to said respondent, said writ to be returnable on November 11, 1931.

It is further ordered by the Court that said cause be, and the same is hereby set for December 7, 1931, in court en banc, with leave to the relator to file brief on or before December 18, 1931, and respondent to file brief on or before November 30, 1931.

IN SUPREME COURT OF MISSOURI

[Title omitted]

MINUTE ENTRY—Nov. 10, 1931

Comes now the respondent, by attorney, and files herein his return to the amended alternative writ of mandamus heretofore ordered issued herein.

[fol. 46] IN SUPREME COURT OF MISSOURI

[Title omitted].

RETURN OF RESPONDENT

Now comes Respondent and makes return to the alternative writ of mandamus issued herein on the amended petition of Relator.

Respondent admits as follows:

(A), That the Relator is a citizen of the United States, an inhabitant and elector of the State of Missouri, a resi-

dent of the 5th Ward in the City of St. Louis, Missouri, and twenty-eight years of age:

(B), That the Respondent is Secretary of State of the State of Missouri:

(C), That the Relator is qualified to be a candidate for nomination for the office of Representative in Congress from the State of Missouri:

(D), That the Relator is entitled to the equal protection of the laws of the State of Missouri and of the United States:

(E), That under the Act of Congress of June 18, 1929, the message of the President of the United States of December 4, 1930, and the certificate of the Clerk of the House of Representatives of the United States of March 4, 1931, the State of Missouri is entitled to thirteen Representatives in the House of Representatives of the Congress of the United States to be elected at the general election in [fol. 47] said state in 1932:

(F), That the Congress of the United States is not now in session and has not been called in special session:

(G), That the Fifty-sixth General Assembly of Missouri convened January 7, 1931, and continued in session until it adjourned sine die on the 15th day of June 1931 and that it is not now in session and has not been called in special session:

H), That the Fifty-sixth General Assembly of the State of Missouri at its session in 1931 by a majority vote of the House of Representatives and of the Senate acting separately passed a bill known as "Committee Substitute for Senate Bills 95, 141 and 147, Fifty-sixth General Assembly of Missouri," entitled; "An Act to repeal sections 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, 10725, 10726, 10727 and 10728 of the Revised Statutes of Missouri, 1929, relating to electoral and congressional districts and enacting in lieu thereof, 14 new sections, pertaining to the same subject, and to be numbered 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724 and 10725," and that section 10722 of said Act purported to include the 5th Ward of the City of St. Louis, Missouri,

within the tenth district as numbered and described in said Bill, but alleges that said Bill was vetoed by the Governor and denies that it became a law:

(I), That the Relator on the 26th day of October, 1931, paid to the Treasurer of the State Central Committee of the Democrat Party fifty dollars and took a receipt therefor and thereafter on the same day tendered for filing in the office of the Secretary of State of the State of Missouri said receipt and his declaration in writing as a candidate for nomination by the Democrat Party at the primary election to be held on the first Tuesday in August, 1932, as the candidate of that party for Representative in the Congress of the United States from the tenth district as pur- [fol. 48] ported to be formed by said Act of the General Assembly of Missouri of 1931:

(J), That the Respondent refused and still refuses to accept and file said declaration of Relator as a candidate for nomination for Representative in Congress from the tenth district as designated in said act of the General Assembly.

The Respondent denies each and every allegation in the amended petition of Relator and alternative writ of mandamus issued herein except as above expressly admitted to be true.

The Respondent specifically denies that said Bill so passed by the General Assembly of Missouri of 1931 relating to electoral and congressional districts and the provisions therein contained became the law or are valid and existing laws of the State of Missouri.

The Respondent specifically denies that said Bill so passed by the General Assembly of Missouri of 1931 was enacted into law or became or is a law.

The Respondent specifically denies that the Legislature of the State of Missouri in the 56th General Assembly divided the State into thirteen Congressional Districts.

The Respondent specifically denies that sections 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, 10725, 10726, 10727 and 10728 of the Revised Statutes of Missouri, 1929, were repealed by said Act of the General Assembly of Missouri of 1931.

The Respondent specifically denies that sections 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721,

10722, 10723, 10724 and 10725 as set out and numbered in said Act of the General Assembly of Missouri of 1931 were enacted into law.

The Respondent specifically denies that there is a tenth district of Missouri as described in section 10722 of said Act of the General Assembly of Missouri of 1931 containing the 5th Ward of the City of St. Louis, Missouri, and in and for and from which the Relator attempted to file [fol. 49] his said declaration as a candidate for the nomination for Representative in the Congress of the United States or from which a Representative in the Congress of the United States is to be elected in 1932.

The Respondent specifically denies that the Relator became, was or is entitled to file in the office of said Secretary of State his said declaration as a candidate for nomination for Representative in the Congress of the United States from a tenth district as described in said Act of the General Assembly.

The Respondent specifically denies that it became, was or is his duty as Secretary of State to accept and file said declaration of the Relator as a candidate for nomination for the office of Representative in the Congress of the United States.

The Respondent specifically denies that Respondent's refusal to accept and file Relator's said declaration as a candidate for nomination for Congress abridged or denied the rights, privileges and immunities of Relator under Section 2 of Article I of the Constitution of the United States or deprived him of the equal protection of the laws of Missouri or of the United States.

The Respondent states the facts to be that said Act of the General Assembly of Missouri of 1931, described in Relator's amended petition, in the alternative writ of mandamus issued herein and in this return was thereafter presented to the Governor of the State of Missouri, vetoed by him on the 25th day of April, 1931, and returned by him to the Senate in which the Bill originated without his approval and with his objections thereto which were spread on the Journal all in the time and manner provided by the Constitution of Missouri, and that no further action was taken thereon by the General Assembly and that the same was not thereafter passed by said General Assembly over said veto in the manner required by Section 39 of Article

IV of the Constitution of this State, and that said Act is void and of no effect, a duly certified copy of the proceed-
[fol. 50] ings of the Senate and the Governor's veto message is marked "Exhibit A" and hereto attached and made a part hereof.

The Respondent further states the facts to be that the State of Missouri has heretofore been divided into sixteen congressional districts; that the state is now entitled to elect only thirteen Representatives in the Congress of the United States and that said sixteen congressional districts were abolished by the 1930 Census of the United States and the new apportionment of Representatives for this State under the Act of Congress of June 18th, 1929, and that there was on the 26th day of October, 1931, no districts in this state for or from which candidates for nomination for the office of Representative in the Congress of the United States to be voted for at the primary election to be held in this state on the first Tuesday in August, 1932, could legally file declarations, and there are now no such districts, and there was and is no tenth district in this state in or for or from which the Relator was or is entitled to file a declaration as a candidate for nomination for Representative in the Congress of the United States.

The Respondent further states the facts to be that under the Act of Congress of June 18, 1929, (46 St. L. 26, Title 2 U. S. C. A. 1931 Cumulative Annual Pocket Part, Section 2a, page 7) and the apportionment made in accordance therewith, the State of Missouri became and is entitled to thirteen Representatives in the Congress of the United States to be elected at the General election in this state in November, 1932: One Representative to be elected from each district if the State be divided into districts, and if the State be not divided into districts to be elected from the whole state: That the Act of Congress of August 8, 1911, and particularly sections 3 and 4 thereof which are a part of the general law (Act of Congress December 7, 1925, Title 1 U. S. C. A., page 3) and which are as follows:,

"Election by districts. In each State entitled under this apportionment to more than one Representative, the Rep-
[fol. 51] resentatives to Congress shall be elected by districts composed of a contiguous and compact territory, and containing as nearly as practicable an equal number

of inhabitants. The said districts shall be equal to the number of Representatives to which such State may be entitled in Congress, no district electing more than one Representative. (Aug. 8, 1911, c. 5, Sec. 3, 37 Stat. 14.)

"Additional Representatives at large. In case of an increase in the number of Representatives in any State under this apportionment such additional Representative or Representatives shall be elected by the State at large and the other Representatives by the districts prescribed by law on August 8, 1911, until such State shall be redistricted in the manner provided by the laws thereof and in accordance with the rules enumerated in section 3; and if there be no change in the number of Representatives from a State, the Representatives thereof shall be elected from the districts prescribed by law on August 8, 1911, until such State shall be redistricted as herein prescribed. (Aug. 8, 1911, c. 5, Sec. 4, 37 Stat. 14.)"

37 St. 14, Title 2 U. S. C. A., Sections 3 and 4, page 19.

have not been repealed and are in force and effect and the State of Missouri should be divided into thirteen congressional districts created and established by law of the State of Missouri enacted in the manner required by the Constitution of Missouri, and that unless and until the State is divided into such districts by law duly enacted by the General Assembly of Missouri in accordance with the Constitution of this state such Representatives shall be elected from and by the entire state.

That by reason of the premises the Respondent had, at the time Relator tendered his said declaration as a candidate for filing in the office of the Secretary of State, and now has no authority to accept and file said declaration of the Relator as such candidate and that it was not and is not the duty of Respondent to accept and file such declaration.

Wherefore the Respondent prays that the alternative writ of mandamus herein be quashed, that the writ of man-

damus applied for be denied and that he be discharged with his costs in this behalf expended.

Charles U. Becker, Charles U. Becker, Secretary of State of the State of Missouri, Respondent. Strat-
[fol. 52] ton Shartel, Stratton Shartel, Attorney General. Ray Weightman, Ray Weightman, Assistant Attorney General. L. Cunningham, L. Cunningham, Of Counsel, Attorneys for Respondent.

[fol. 53] EXHIBIT "A" TO RETURN

State of Missouri, Department of State

To All to Whom These Presents Shall Come:

I, Charles U. Becker, Secretary of State of the State of Missouri, and Keeper of the Great Seal thereof, hereby certify that the annexed pages contain a full, true and complete copy of the proceedings of the Senate in regard to Committee Substitute for Senate Bills No. 95, No. 141, and No. 147 and the veto thereof by the Governor, as shown by the Senate Journal of Saturday, April 25, 1931, being the Eighty-second day of its session, as the same appears on file and of record in this office.

In testimony whereof, I hereunto set my hand and affix the Great Seal of the State of Missouri. Done at the City of Jefferson, this tenth day of November, A. D. Nineteen Hundred and Thirty-one.

Charles U. Becker, Secretary of State. (Seal.)

Senate Journal

Eighty-second Day, Saturday, April 25, 1931

* * * * * * *

The following message was received from the Governor by his private secretary:

April 25, 1931.

To the Senate of the 56th General Assembly:

I have the honor to return herewith, without my approval, Committee Substitute for Senate Bills No. 95, No. 141, No. 147,

Entitled,

An act to repeal sections 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724, [fol. 54] 10725, 10726, 10727, and 10728 of the Revised Statutes of Missouri, 1929, relating to electoral and congressional districts, and enacting in lieu thereof 14 new sections, pertaining to the same subject, and to be numbered 10712, 10713, 10714, 10715, 10716, 10717, 10718, 10719, 10720, 10721, 10722, 10723, 10724 and 10725.

This is the same bill referred to in my message of April 14, 1931, as the Congressional Redistricting Measure which the Senate had passed and had transmitted to the House for its action. This bill was passed by the House, on a strictly party vote, on the very next day after that message was delivered. I can add little to what was said in that message concerning it. If my objections to the bill, expressed before it was passed, were not sufficient to influence your action, I have little hope that their mere repetition now will have any greater effect.

However, the Constitution requires that in returning a bill without my approval, I state my objections.

These are:

That the bill does not provide districts which are compact in territory and it does violate the principle that territory, the inhabitants of which have the same common interests and problems, should be joined for the purpose of congressional representation. That compactness has not been sacrificed for the purpose of obtaining equality of population in evident. Other plans suggested outlined districts much more compact, without sacrificing substantial equality in population.

Much has been said of the supposed partisan complexion of the districts formed both by this measure, and by other plans. I respectfully suggest that compactness of districts and the joining of people having common interests and problems should not be sacrificed for partisan purposes. The districts should not be distorted to make them either Republican or Democratic.

It is not contemplated by law or principle that citizens shall be thrown together into districts, at the expense of [fol. 55] compactness, merely because of their supposed partisan affiliations, or in order to make the representation

of the State in Congress predominantly Republican or predominantly Democratic.

I am returning this bill to you as soon as possible. While it was passed by the House on April 15th, it did not reach me until yesterday, April 24th. It is late in the session and I know that you are tired from your arduous and prolonged service, but nevertheless it is highly desirable that a suitable redistricting measure be adopted at this session, and you still have time to pass such an act. I indulge the hope that you will do so.

However, as I said in my message, it is better that our people be inconvenienced for two years, or even longer, than to be deprived indefinitely of fair representation in the Congress of the United States.

Very truly yours, Henry S. Caulfield, Governor.

[fol. 56] In Supreme Court of Missouri

[Title omitted]

Minute Entry—Nov. 18, 1931

Comes *comes* now the relator, by attorney, and files herein his motion for judgment on the pleadings.

In Supreme Court of Missouri

[Title omitted]

Motion for Judgment on the Pleadings.

Now comes John J. Carroll, Relator herein, and respectfully shows to this Honorable Court that it appears upon the face of the Respondent's return to the Alternative Writ of Mandamus heretofore issued herein, that the said return does not state facts sufficient to constitute a defense to said Writ and does not show any cause whatever for not obeying said writ and said return does not show any cause why a peremptory writ of mandamus should not issue;

[fol. 57] Wherefore, relator respectfully prays for judgment on the pleadings and that the Court issue and award a peremptory writ of mandamus as prayed for in the Amended Petition heretofore filed herein.

Hyman G. Stein, Attorney for Relator.

In Supreme Court of Missouri

[Title omitted]

Minute Entry of Submission, etc.—Dec. 7, 1931

Now at this day, it is ordered by the Court that relator's motion for judgment on the pleadings be, and is hereby taken with the case.

Come now the said parties, by their respective attorneys, and after arguments herein submits this cause to the Court.

In Supreme Court of Missouri

31668. Mandamus

State of Missouri, at the Relation of John J. Carroll, Relator,

vs.

Charles U. Becker, Secretary of State, Respondent

Judgment—Jan. 4, 1932

Now at this day, come again the parties aforesaid, by their respective attorneys, and the Court here being now sufficiently advised of and concerning the premises, doth consider and adjudge that the alternative writ of mandamus heretofore issued herein be, and the same is hereby quashed; and that the said respondent recover against the said relator his costs and charges herein expended and have [fol. 58] therefor execution. (Opinion filed.)

[fol. 59] In Supreme Court of Missouri, En Banc, October Term, 1931

No. 31668

State ex Rel. John J. Carroll, Relator,

vs.

Charles U. Becker, Secretary of State, Respondent

Opinion.

A proceeding by mandamus to compel the Secretary of State to receive and file the relator's declaration of his candidacy for Congress of the United States. The petition

recites portions of the Act of Congress, 1929, providing for the fifteenth and subsequent decennial censuses, and authorizing the president to transmit to each state a message designating the number of members of Congress apportioned to such state, in accordance with such census. It sets out a message of the President to Congress in pursuance of Section 22 (a) of that Act, stating that Missouri is entitled to thirteen representatives in Congress; sets out a bill introduced in the Fifty-Sixth General Assembly of the State of Missouri redistricting the State into thirteen congressional districts, the Tenth District thereof comprising certain wards and precincts in the City of St. Louis; that said bill duly passed the Senate and the House and was disapproved by the Governor in a veto message.

The relator, claiming that the redistricting of the State was authoritatively complete without the Governor's approval, sought to file his declaration as a candidate for the nomination on the Democratic ticket for Congressman from the said Tenth District, and the respondent Secretary of State refused to receive or file his declaration.

The above facts are admitted by respondent's return. [fol. 60] The case is submitted on relator's motion for judgment on the pleadings.

I. The relator asserts the validity of the redistricting act and his right to file as a candidate for the nomination on the Democratic ticket from that district, under Section 4, Article I, of the Constitution of the United States as follows:

"The times, places and manner of holding election for representatives shall be prescribed in each state by the legislature thereof, but the Congress may at any time by law make or alter such regulations."

The point made by relator is that the word "legislature" in that section means the members comprising the legislative body acting in a ministerial capacity and does not mean the law-making power of the State, which includes the Governor as well as the legislative body. It is pointed out in the argument that the word "legislature" occurs many times in the Federal Constitution and in some of them, obviously from the context, it has the restricted meaning claimed for it here. Section 3, Article I of the Federal

Constitution provides that the senators of the United States in each state shall be "chosen" by the legislature thereof. Article V of the Constitution, provides that an amendment to the Constitution shall be "ratified by the legislature of three-fourths of the several states." Those are instances where the word "legislature" does not mean the law-making power of the State. The election of a United States senator is merely by a vote; no law is enacted. Ratifying an amendment to the Federal Constitution likewise is a voted approval by the legislature; it is not the discharge of a law-making function. It is a ministerial act commanded by the United States Constitution. Relator claims that the word "legislature" in Section 4, Article I, has the same meaning.

[fol. 61] Three cases recently have been determined in as many different states construing the word "legislature" as used in that section: State of Minnesota ex rel. Smiley v. Holm, decided October 9, 1931, not yet reported; In re Application of Koenig, et al. v. Flynn, Secretary of State, Supreme Court of New York 1931, not yet reported; State ex rel. Schrader v. Polley, Secretary of State, 26 S. D. p. 5.

In the Minnesota case it was held that an act of the legislature in that State, although vetoed by the Governor, was effective to redistrict the State into congressional districts on the ground that the word "legislature" as used in Section 4, Article I, of the Federal Constitution means merely the legislative body and does not mean the law-making power of the State.

In the Dakota case and the New York case it was held that the word "legislature" as used in Section 4, Article I, means the law-making power of the State. In the Minnesota case a memorandum by the Judge of the District Court and the opinion of the Supreme Court upon appeal are set out at length in a pamphlet filed here. The matter was argued at length with much plausibility, although there was a dissenting opinion.

Section 2, Article I, of the Federal Constitution provides for an apportionment of representatives among the several states, and that provision was modified by Section 2 of Amendment XIV adopted in 1866, which required representatives to be apportioned among the several states "according to their respective numbers counting the whole

number of persons in each state including Indians not taxed."

A congressional apportionment has followed each decennial census beginning with that of 1790 until that of 1910. The act following the first census allowed a representative in each state for every thirty-three thousand persons, making 105 representatives in all. The population basis of rep-
[fol. 62] resentation was increased from time to time and in 1930 a representative was allowed for each 47,000 persons. Notwithstanding the increase of population for each representative the number of members of Congress increased very rapidly and in 1860 it was thought necessary to limit the number of representatives to 241. That limit was extended from census to census until the Act of 1911 following the census of 1910 limited the number to 433, and provided that if the territories of Arizona and New Mexico should become states each would be entitled to one representative, which made the total 435 when those states came in. No reapportionment act followed the census of 1920. The Act of 1929 did not increase the number of representatives but apportioned the 435 members among the states according to the provision in Amendment XIV; the number of representatives from Missouri, formerly 16, was reduced to 13..

The act of 1842, following the census of 1840, for the first time provided that representatives should be elected by districts composed of contiguous territory, and the Act following the census of 1870 had the same provision with the addition that the districts should be as nearly as practicable equal in number of inhabitants. That act also provided that in states where there was an increased number of representatives the additional representatives should be elected at large, and other representatives entitled to be elected by the districts then provided for, until the legislature of the state might otherwise provide.

Similar provisions appeared in each subsequent apportionment act until that following the census of 1900, which further provided that if the number provided should in any state be less than it was before the whole number in such state should be elected at large, unless the legislature of such state should provide otherwise.

[fol. 63] The Act of 1911 contains the following pertinent sections:

"Sec. 3. (Election by districts.) That in each state entitled under this apportionment to more than one Representative, the Representatives to the sixty-third and each subsequent Congress shall be elected by districts composed of a contiguous and compact territory, and containing, as nearly as practicable, an equal number of inhabitants. The said districts shall be equal to the number of Representatives to which such State may be entitled in Congress, no district electing more than one Representative (37 Stat. L. 14).

"Sec. 4. (Redistricting States—Representatives at Large.) That in case of an increase in the number of Representatives in any State under this apportionment, such additional Representative or Representatives shall be elected by the State at large and the other Representatives by the districts now prescribed by law until such State shall be redistricted in the manner provided by the laws thereof, and in accordance with the rules enumerated in section three of this Act; and if there be no change in the number of Representatives from a State, the Representatives thereof shall be elected from the districts now prescribed by law until such State shall be redistricted as herein prescribed (37 Stat. L. 14)."

These provisions, respondent claims, are still in force because enacted in accordance with Section 4, Article I, of the Constitution providing that "Congress may at any time by law make or alter" the regulations mentioned. Section 4 of that Act (1911) provides that in case of an increase of representatives "in any state" under this apportionment, such additional representatives may be elected by the State at large; "and the other representatives by the districts now prescribed by the laws thereof [fol. 64] and in accordance with the rules enumerated in Section 3 of this Act." The State of Missouri having no increase over the former apportionment comes under the head of "the other representatives." Its representatives are to be elected by the districts now prescribed by law until it shall be redistricted in the manner provided by the "laws thereof." Since the number of representatives for Missouri has been reduced the former districts no longer exist and representatives must be elected at large.

II. The above conclusion is on the assumption that the pertinent provisions of the Act of 1911 are still in force. In the Minnesota case it was held that sections 3 and 4 of that Act "expired by their own limitations," because the use of the words "under this apportionment" in both sections made them inapplicable to any other apportionment.

In the New York case the court reached a similar conclusion holding that the Act of 1911 was a temporary enactment because the language "under this apportionment" limited its operation. That Court differed from the Minnesota Court on the meaning of the word "legislature."

The Minnesota Court said of the apportionment acts:

"The history, nature, purpose and language of the several statutes disclose a clear intention on the part of Congress to have each of these apportionment acts replace its immediate predecessor. We believe it was the intention of Congress to have the Act of 1929 supersede and take the place of the entire statute of 1911."

If that is correct then there is no longer a requirement for congressional districts of any description. The Act of 1929 makes no mention of districts of contiguous territory and equal population. It does not mention districts or redistricting at all. The title of the Act discloses its purpose, "An Act to provide for the fifteenth and subsequent decennial censuses and to provide for apportionment of representatives in Congress." It establishes a permanent [fol. 65] method for census taking and apportionment.

Section 21 of the Act repeals the Act of 1902 establishing a permanent census office and acts amendatory thereof. It repeals all other laws or parts of laws "inconsistent with the provisions of this act."

The provisions of sections 3 and 4 of the Act of 1911 are not inconsistent with the Act of 1929. Neither are similar provisions in acts previous to the Act of 1911, relating to districts of contiguous territory of equal population and other regulations. Why did Congress think it necessary to repeal specifically other acts relating to a permanent census bureau and to apportionment, and to repeal other acts inconsistent with the Acts of 1929, unless it meant to leave in force other acts which were not inconsistent with it? If the Act of 1911 expired by its own limitation in the use of the words "under this apportionment" what of prior acts

containing the same provisions about congressional districts which did not have those terms? Would they be in force? Certainly not if each of those apportionment acts "replaced" its immediate predecessor as held by the Minnesota court. In Clause 1 of Section 22 of the Act of 1929 is mentioned the "method used in the last preceding apportionment." Does that mean merely the apportionment of representatives among the states, or does the "method" include redistricting the state which was included in the preceding apportionment? It seems to us that Congress did not intend by the Act of 1929 to abolish the requirement of congressional districts of contiguous territory of practically equal population and other provisions of previous acts. Nor do we think it was meant to repeal or supplant the other provisions of Sections 3 and 4 of the Act of 1911. Does the expression "under this apportionment" relate to every provision of Section 4? Or only to "such additional representatives" where the number for any state is increased?

[fol. 66] The requirement in Section 4, for the election of "other representatives by districts now prescribed by law until such state shall be redistricted in the manner provided by the laws thereof," applies to districts not affected by "this apportionment" and also to those in states where there was a decrease in the number of representatives. Are the provisions relating to those "other districts" limited to "this apportionment"? It is for the Federal Courts to construe the Act of 1911, so far as it may or may not affect later apportionments.

III. Whatever the U. S. Supreme Court may decide about continued validity or expiration of the Act of 1911 the terms of sections 3 and 4 are significant as a congressional interpretation of Section 4, Article I, of the Constitution. It recognizes the "manner" of redistricting in the state to be "as provided by the laws thereof." It refers to districts existing as "the districts now (August 8, 1911) prescribed by law," meaning of course, districts then existing by the laws of the several states. And that interpretation was recognized and approved by the Federal Supreme Court in the case of Davis v. Hildebrand, 241 U. S. 565, where the Act of 1911 came under consideration. The court there gave effect to the expression in the Act of 1911

"in the manner provided by the laws thereof," thereby giving judicial sanction to the congressional interpretation that the redistricting in a state should be made by the laws of the state. It went further and held that in Ohio the referendum was a part of the law-making power of the State, to be asserted in approving or disapproving a redistricting act by the legislature.

IV. It is contended by the respondent here that in the absence of any regulation by the Federal Constitution or Congress, each state had the inherent right to make its own districts for its congressional representatives on the theory that the powers of Congress and of the Federal government were delegated powers and all other powers were [fol. 67] reserved to the states. That principle does not apply here. A member of Congress is not a state officer. He does not represent the State. He represents the people of the United States in the district from which he is elected. He is a United States officer. The States were in existence before "We, the people of the United States" adopted the Constitution. Each state in turn chose to accept the limitations of its sovereignty imposed upon it when it came under the Constitution. Congressmen were the creation of the Constitution,—purely federal officers over which a state has no control. So far as the State has authority to divide the state into congressional districts it derives that authority from the Federal Constitution and the acts of Congress. Of course when the Constitution assigns to each state the right to elect representatives, if there is no provision as to how they are to be elected, by necessary implication a state would have the right to choose a method of carrying out the mandate.

V. In interpreting language used in a constitution or a statute the context is important. The word "legislature" means a political body of persons organized for the purpose of making laws. Appropriately it could not mean merely the members of that body. It cannot act as a legislature except in its official capacity. Its normal function is the enactment of laws. When assigned a certain duty that duty must be performed by the enactment of a law unless the context implies the exercise of some other function. What is the nature of the act to be performed? It is possible for the Federal Constitution or an act of Congress

to assign to a state legislature the performance of a ministerial act. From the context, from the act to be performed must be determined whether something other than the normal function is to be exercised.

As pointed out above, choosing a senator of the United States or ratifying a constitutional amendment requires no exercise of the law-making power.

[fol. 68] Compare those provisions with Section 4, Article I: "The times, places and manner of holding elections for senators and representatives shall be prescribed in each state by the legislature thereof."

The word "prescribe" as appropriate here, means "to lay down authoritatively a guide, direction or rule of action." That definition occurs in the dictionaries and in Corpus Juris.

"The time, places and manner" of holding elections the legislature must prescribe. The acts to be performed contemplate the establishment of a rule of action which can be accomplished only by that organized body in the enactment of a law. The "manner" of holding elections includes the qualifications of judges, the form of the ballots, and other details, all of which are fixed by law and can be provided only by establishing a rule, not merely for one election but for all elections. It may be said that prescribing those details is different from the forming of districts. The "manner of holding elections" includes everything that comes within the meaning of those words. It is the same legislature which performs all the acts constituting the "manner of holding elections." The word "legislature" can not mean one thing for one of such duties and another thing for the rest. It cannot mean the law-making power in prescribing some of the details in the manner of holding elections and the mere individual action of the members in prescribing others.

Further, dividing a state into political subdivisions, or creating territorial districts of any kind, is a legislative act. Haeussler v. Bates, 306 Mo. l. c. 411. This court said in State ex rel. v. Hitchcock, 241 Mo. l. c. 457, "that the districting of the State into legislative, senatorial, congressional and judicial districts *is* the exercise of legislative authority cannot be successfully questioned."

That case concerned the State Senatorial Districts and it might be claimed that the mention of congressional and

judicial districts is obiter. Yet the same principle would apply. It is a legislative act. That case was quoted and [fol. 69] approved in State ex rel Lashley v. Becker, 290 Mo. 560. While there were dissenting opinions as to the result in the latter case, the principle was not questioned that dividing the state into districts is a legislative act.

However, all doubt about the meaning of the word "legislature" used in Section 4, Article I of the Federal Constitution was set at rest by the United States Supreme Court, in Hawke v. Smith, 253 U. S. 221, where (l. c. 231) in discussing the difference between a ratification of a constitutional amendment and dividing a state into Congressional districts that court said:

"Article I, Section 4, plainly gives authority to the State to legislate within the limitations therein named. Such legislative action is entirely different from the requirement of the Constitution as to the expression of assent or dissent to the proposed amendment to the Constitution. In such expression no legislative action is authorized or required." citing Davis v. Hildebrand, supra.

Plainly, if the United States Supreme Court should affirm the judgment in the Minnesota case it would be because of the Minnesota court's interpretation of its own constitution.

Congress never passed an act redistricting the states for the representatives in Congress. It has recognized the division of the states into districts under Section 4, Article I, of the Federal Constitution as accomplished by the laws of such states.

The alternative writ is quashed.

J. T. White, Judge.

All concur.

[fol. 70] In Supreme Court of Missouri

[Title omitted]

Præcipe for Transcript of Record—Filed March 7, 1932.

To J. D. Allen, Clerk of the Supreme Court of the State of Missouri:

You are hereby requested to make a transcript of the record of this cause to be used in an application to the

Supreme Court of the United States for a writ of Certiorari in said cause; the transcript to consist of:

1. A copy of all of the minutes, entries, proceedings and orders of said Supreme Court of Missouri with reference to said cause.
2. Relator's amended petition and the alternative writ of mandamus.
3. Relator's Exhibit A.
4. Respondent's Return.
5. Respondent's Exhibit A.
6. Relator's motion for judgment on the pleadings.
7. The opinion of the Supreme Court of Missouri.
8. The final judgment and decision of the Supreme Court of Missouri and the date thereof.
9. A copy of this Præcipe.

[fol. 71] Please certify the same to the said Supreme Court of the United States under your hand as Clerk of the Supreme Court of Missouri and the seal of the Supreme Court of Missouri, in accordance with the rules of the Supreme Court of the United States and the laws of the United States applicable to such proceeding.

This Præcipe dated this 11th day of January, 1932.

Hyman G. Stein, Attorney for Relator.

(Address) 1102 Title Guaranty Building,
St. Louis, Missouri.

Respondent, this 12th day of January, 1932, acknowledges receipt of a copy of the foregoing præcipe, and the portions therein indicated being and comprising the entire record in the above entitled cause, respondent desires nothing further to be incorporated in the transcript thereof.

Stratton Shartel, Attorney General, Roy Wightman, L. Cunningham, Counsel for Respondent.

[fol. 71½] [File endorsement omitted.]

[fol. 72] Clerk's certificate to foregoing transcript omitted in printing.

[fol. 73] SUPREME COURT OF THE UNITED STATES

ORDER ALLOWING CERTIORARI—Filed March 22, 1932

The petition herein for a writ of certiorari to the Supreme Court of the State of Missouri is granted. And it is further ordered that the duly certified copy of the transcript of the proceedings below which accompanied the petition shall be treated as though filed in response to such writ.

Endorsed on cover: File No. 36,619. Missouri Supreme Court. Term No. 805. John J. Carroll, petitioner, vs. Charles U. Becker, as Secretary of State of the State of Missouri, Jefferson City, Missouri. Petition for a writ of certiorari and exhibit thereto. Filed March 18, 1932. File No. 36,619.

FILE COPY

FILED
MAR 21

IN THE

Supreme Court of the United States

OCTOBER TERM, 1931.

No. 805.

JOHN J. CARROLL, *Petitioner,*

against

CHARLES U. BECKER, Secretary of State of the State of Missouri, Jefferson City, Missouri, *Respondent.*

MOTION TO ADVANCE.

E. F. COLLADAY,
Counsel for Petitioner.

HYMAN G. STEIN,
Of Counsel for Petitioner.

PRESS OF BYRON S. ADAMS, WASHINGTON, D. C.

IN THE

Supreme Court of the United States

OCTOBER TERM, 1931.

No. 805.

JOHN J. CARROLL, *Petitioner,*

against

CHARLES U. BECKER, Secretary of State of the State of Missouri, Jefferson City, Missouri, *Respondent.*

MOTION TO ADVANCE.

The Petitioner moves (1) that this cause be advanced for early hearing; and (2) that this cause be heard and considered together with Samuel S. Koenig and others versus Edward J. Flynn, Secretary of State of the State of New York, Respondent and James A. Farley, Chairman of the Democratic State Committee, Intervenor-Respondent, No. 731 on the docket of this Court, which, by order of this Honorable Court, announced on Monday, March 14th, was advanced and set for hearing on Thursday, March 24, 1932.

The Petitioner prays that this Motion be considered with the Petition for Certiorari in this cause. In support

hereof, the Petitioner states that this cause is simlar to the above mentioned cause of Koenig and others versus Flynn and another and involves substantially the same questions of law.

The Attorney General of Missouri, by telegram now on file in the office of the Clerk of this Court, has given his consent to the granting of this Motion and requested that he be permitted to file nine copies of his printed brief used in the Supreme Court of Missouri in lieu of brief required by rule of this Court.

WHEREFORE, your Petitioner prays that this cause be advanced for argument and be heard and considered together with said cause of Koenig and others versus Flynn and another, No. 731 on the docket of this Court, now set for argument on March 24, 1932, to the end that this Court may have both causes for disposition at the same time, and further to the end that disposition of this Motion and Petitioner's Motion for a Writ of Certiorari may be had on or before said March 24, 1932, and this cause set for argument on said last mentioned date.

Petitioner further prays that the Court grant the request of the respondent that he be permitted to file nine copies of his printed brief used in the Supreme Court of Missouri in lieu of brief required by rules of this Court.

Respectfully submitted,

E. F. COLLADAY,
Counsel for Petitioner.

HYMAN G. STEIN,
Of Counsel for Petitioner.

FILE COPY

FILED
MAR 18 1932

SUPREME COURT OF THE UNITED STATES

OCTOBER TERM, 1931.

No. 805

JOHN J. CARROLL, PETITIONER,

vs.

CHARLES U. BECKER, SECRETARY OF STATE OF THE STATE OF MISSOURI, JEFFERSON CITY, MISSOURI.

PETITION FOR WRIT OF CERTIORARI TO THE SUPREME COURT OF THE STATE OF MISSOURI AND BRIEF IN SUPPORT THEREOF.

E. F. COLLADAY,
Counsel for Petitioner.

HYMAN GOLDSTEIN,
Of Counsel.

INDEX.

Subject Index.

	Page
Petition for writ of certiorari	1
Summary statement of matter involved	1
Reasons relied on for the allowance of the writ	6
Prayer for writ	8
Brief in support of petition for writ of certiorari	9
I. The opinion of the court below	9
II. Jurisdiction	10
III. Statement of the case	12
IV. Specifications of error	13
V. Argument	14
Summary of argument	14
The ultimate question presented	15
Point A. "Committee Substitute for Senate Bills 95, 141, and 147, 56th General Assembly of Missouri," is the action of the Legislature within the meaning of Article I, Section 4, of the United States Constitution	15
Point B. "Committee Substitute for Senate Bills 95, 141, and 147, 56th General Assembly of Missouri," is not rendered invalid by the provisions of the Act of Congress of August 8, 1911	23
Conclusion	27
Appendix:	
A. Opinion of the Supreme Court of Missouri holding "Committee Substitute for Senate Bills 95, 141, and 147, 56th General Assembly of Missouri," invalid	28
B. Missouri Constitution, Article I, Section 4	39
C. Act of June 18, 1929 (46 Stats. L. 26)	40
D. Act of August 8, 1911	42
E. Historical facts indicative of the meaning of the word "Legislature" as used in Article I, Section 4, of the Federal Constitution	43
F. History of congressional reapportionment	57

Table of Cases Cited.

Baldwin v. Trowbridge (an election contest), reported in 2 Bartlett, page 46	16

Page

Carroll v. Becker (1932), — Mo. —, 45 S. W. (2nd Series) 533 (Record 53) (App. "A," page 28) 9
Cumberland v. Board of Revision (1931), — U. S. —, 52 Sup. Ct. 48, 76 L. Ed. 131 12
State ex rel. Davis v. Hildebrandt (1916), 241 U. S. 565, 36 Sup. Ct. 708, 60 L. Ed. 1172 12
Hawke v. Smith, 253 U. S. 221 ..... 7, 12, 16, 17, 19
Lesser v. Garnett, 258 U. S. 130 19
Nixon v. Herndon (1927), 273 U. S. 536, 47 Sup. Ct. 446, 71 L. Ed. 759 12
People of the State of New York v. Zimmerman (1928), 278 U. S. 63, 49 Sup. Ct. 61, 73 L. Ed. 184 12
Santovincenzo v. Egan (1931), — U. S. 66, 52 Sup. Ct. 81, 125 (2), 76 L. Ed. 135 12
Scott v. Sanford, 60 U. S. 393 16
State of Minnesota ex rel. Smiley v. Holm, — Minn. —, 238 N. W. 494 ..... 8, 16, 21, 26
Van Huffel v. Harkelrode (1931), — U. S. —, 52 Sup. Ct. 115, — L. Ed. — 12

TABLE OF STATUTES CITED.

U. S. Constitution, Article I, Section 4 16
Section 237, Judicial Code (28 U. S. C. A., Sec. 344) 10, 11

TEXTBOOKS AND ENCYCLOPEDIAS CITED.

1 Cooley's Constitutional Limitations, 123 ..... 16, 17
1 Cooley's Constitutional Limitations, 9 17
12 Corpus Juris, page 718 16
12 Corpus Juris, pages 720 and 728 16
12 Corpus Juris, page 706 21
McCrary on Elections, 4th Ed., Sections 153, 154, and 155 16

SUPREME COURT OF THE UNITED STATES.

OCTOBER TERM, 1931.

No. 805

JOHN J. CARROLL, PETITIONER,

vs.

CHARLES U. BECKER, SECRETARY OF STATE OF THE STATE OF MISSOURI, JEFFERSON CITY, MISSOURI, RESPONDENT.

PETITION FOR WRIT OF CERTIORARI.

MAY IT PLEASE THE COURT:

The petition of John J. Carroll respectfully shows to this Honorable Court:

A.

Summary Statement of the Matter Involved.

Your petitioner, John J. Carroll, respectfully states that he is aggrieved by the judgment of the Supreme Court of the State of Missouri rendered on the 4th day of January, 1932, in a suit wherein this petitioner

sought a writ of mandamus to compel the respondent as Secretary of State of the State of Missouri, to receive and file this petitioner's written declaration as a candidate on the ticket of the Democratic Party of Missouri for the office of Representative from the Tenth Congressional District of the State of Missouri in the House of Representatives of the Congress of the United States, which said Tenth District was designated a subdivision of the State of Missouri as a Congressional District pursuant to and by an Act and Bill passed by the 56th General Assembly of the State of Missouri at its session in 1931, and known as "Committee Substitute for Senate Bills 95, 141 and 147, 56th General Assembly of Missouri," and by the terms and provisions of which said Bill the State of Missouri was divided into thirteen Congressional Districts and wherein it was provided that the legal voters of each district should elect one member of Congress of the United States (R. 11).

Your petitioner is a resident, citizen, inhabitant, and elector of the State of Missouri and in the City of St. Louis, Missouri, in the Fifth Ward of said city and in the Tenth Congressional District of the State of Missouri and is now twenty-eight years of age and has resided in said State since the time of his birth.

The Federal and State laws applicable are referred to, briefly, as follows:

Following the 1910 Federal Census Congress passed the Act of August 8, 1911 (37 Stat. L. 13) (Appendix D, page 42) providing for the apportionment among the several States of 435 members, of which Missouri had 16.

Congress did not pass a reapportionment act based on the 1920 census, but anticipated the census of 1930 in the Act of Congress of June 18, 1929 (46 Stat. L. 26) (Appendix C, page 40). Pursuant to this Act the President of the United States transmitted to Congress his message and statement showing the returns of the 1930 census (R. 2-3) and thereupon and upon the failure of Congress to act the Clerk of the House of Representatives certified to the Governor of the State of Missouri the fact that the State of Missouri under said census was entitled to 13 representatives in Congress (R. 3) instead of 16.

Prior to the enactment by the 56th General Assembly of the Act and Bill known as "Committee Substitute for Senate Bills 95, 141 and 147, 56th General Assembly of Missouri," the last districting of the State of Missouri for congressional purposes was by the laws of Missouri 1901, page 87, and which are now reported and quoted as Chapter 63, Revised Statutes of Missouri, 1929, and by the terms whereof the State of Missouri was divided into 16 congressional districts, the legal voters of each district to elect one member of Congress of the United States.

The 56th General Assembly of the State of Missouri at its session in 1931 duly passed a Bill for an Act known as "Committee Substitute for Senate Bills 95, 141 and 147, 56th General Assembly of Missouri," which said "Bill for an Act" is set forth at length in the petition (R. 11) and by said "Bill for an Act" it was provided that the State of Missouri was thereby divided into 13 congressional districts, the

legal voters of each district to elect one member of Congress of the United States and that the Tenth District should be composed of the following wards and precincts as now constituted in the City of St. Louis:

Wards 5, 6, 7, 8, 9, 14, 15, 16, 17 and 20 and Precincts 1, 2, 3, 4, 5, 9, 10, 11, 12, 13, 14, 15, 16, 17 and 18 of Ward 19. Said bill so passed by the 56th General Assembly of the State of Missouri in 1931, was transmitted to the Governor of Missouri on April 24, 1931, and on the following day he returned the same to the State Senate without his approval and with his written objections as set forth in Respondent's Exhibit "A" (R. 50) and thereafter there was no further action by the General Assembly of Missouri with reference to said "Bill for an Act" and the 56th General Assembly of the State of Missouri adjourned *sine die* on the 15th day of June, 1931, and since that date has not been called in special session and is not now in session. Said "Bill for an Act" in form as passed is now on file and of record in the office of the Secretary of State (Petitioner's Exhibit "A", R. 11).

On October 26, 1931, in accordance with the laws of Missouri in such case made and provided, the petitioner paid to the Treasurer of the Missouri Central Committee of the Democratic Party, upon whose ticket he proposes as a candidate and seeks nomination as and for Representative from the Tenth Congressional District of the State of Missouri in the House of Representatives of the Congress of the United States, the filing fee required by law and took a receipt there-

for, and presented a written declaration of his said candidacy in form and substance as required by the laws of Missouri, together with said receipt to the respondent, the Secretary of the State of Missouri, at respondent's office in the State Capitol, and requested respondent to accept and file the same which said request was by the respondent refused. Thereupon, petitioner filed in the Supreme Court of Missouri his petition for a Writ of Mandamus directed to the respondent commanding him to accept from Relator for filing and to file said written declaration of petitioner's candidacy. An alternative writ of mandamus directed to the respondent was issued by said Court and to such alternative writ respondent filed his return (R. 44), which in substance set forth that the said "Bill for an Act" passed by the 56th General Assembly of Missouri was vetoed by the Governor of Missouri on April 25, 1931, and that no further action was taken thereon by the General Assembly and that said Act is void and of no effect and that there are no districts in Missouri for or from which candidates for the nomination for the office of Representative in Congress, to be voted for in the Primary Election to be held in Missouri on the first Tuesday in August, 1932, could legally file declarations and that there is no Tenth Congressional District in Missouri and that the Act of Congress of August 8, 1911, and particularly sections 3 and 4 thereof, have not been repealed and are in force and effect, and that the State of Missouri should be divided into 13 congressional districts, but that such districts had not been

created and established in accordance with the law and Constitution of Missouri, and that accordingly the respondent did not have authority to accept and file petitioner's said declaration of candidacy. Thereupon petitioner duly filed his motion for judgment on the pleadings (R. 52).

Thereafter, on January 4, 1932, said Supreme Court of Missouri entered final judgment against this petitioner and quashed the alternative writ of mandamus (R. 53).

B.

Reasons Relied on for the Allowance of the Writ. Importance of Questions Involved.

The matter of dividing a State into congressional districts is of nation-wide importance. Subsequent to the Federal census of 1930 the question of the manner of such districting was raised for the first time in at least four States; namely, Minnesota, New York, Illinois and Missouri, and in each State recourse has since been had to the Courts with contradictory results. It is, therefore, of the utmost importance, since the exercise of the power to redistrict a State for congressional purposes is controlled by Federal law, that the question be authoritatively determined by this Court.

The opinion and judgment of the Supreme Court of Minnesota, which is now before this Honorable Court for review pursuant to a writ of certiorari granted by this Court, is in direct conflict with the mentioned judgment and opinion of the Supreme Court of Missouri, and if this Court should uphold and affirm the judgment of the Supreme Court of Minnesota such action

by this Court would, of itself, probably have no effect on the situation in Missouri because the Supreme Court of Missouri, in its mentioned judgment and opinion, said:

> "Plainly, if the United States Supreme Court should affirm the judgment in the Minnesota case it would be because of the Minnesota Court's interpretation of its own constitution" (R. 62).

Petitioner, however, respectfully states that with reference to the matters here involved there is no substantial difference between the constitutions of Minnesota and Missouri, and the proceedings had in Missouri and in Minnesota with reference to the passage of the redistricting bills now in question, were practically the same.

Federal Law Erroneously Construed by State Court.

The Supreme Court of the State of Missouri in the case at bar has erroneously construed the applicable provisions of the Federal Constitution; has erroneously determined their effect, and has erroneously determined the question of the existence and the effect of certain applicable Federal statutes.

Conflict of Decision.

The decision of the Supreme Court of the State of Missouri in the case at bar in declaring void the redistricting of the State under said "Committee Substitute for Senate Bills 95, 141, and 147", is contrary to and in conflict with the decision of this Court in *Hawke* v. *Smith*, 253 U. S. 221, 64 Law Ed. 871, and

other applicable decisions of this Court; and is contrary to the applicable decisions of the Courts of other States, and particularly the decision of the Supreme Court of Minnesota in *State ex rel. Smiley v. Holm*, — Minnesota, page —, 238 N. W. 494.

WHEREFORE, your petitioner respectfully prays that a writ of certiorari be issued out of and under the seal of this Honorable Court directed to the Supreme Court of the State of Missouri, commanding that Court to certify and to send to this Court for its review and determination on a day certain to be therein named, a full and complete transcript of the record and of all proceedings in the case numbered and entitled on its docket No. 31,668, the State of Missouri at the relation of John J. Carroll, Relator, *versus* Honorable Charles U. Becker, Secretary of State of the State of Missouri, Respondent, and that the judgment of the Supreme Court of the State of Missouri may be reversed by this Honorable Court and that your petitioner may have such other and further relief in the premises as to this Honorable Court may seem meet and just, and your petitioner will ever pray.

JOHN J. CARROLL,
By E. F. COLLADAY,
Counsel for Petitioner,
1331 *"G" Street, Northwest,*
Washington, D. C.

Dated March 15th, 1932.

HYMAN G. STEIN,
722 Chestnut St., St. Louis, Mo.,
Of Counsel for Petitioner.

SUPREME COURT OF THE UNITED STATES.

OCTOBER TERM, 1931.

No. 805

JOHN J. CARROLL, PETITIONER,

vs.

CHARLES U. BECKER, SECRETARY OF STATE OF THE STATE OF MISSOURI, JEFFERSON CITY, MISSOURI, RESPONDENT.

BRIEF IN SUPPORT OF PETITION FOR WRIT OF CERTIORARI.

(Acknowledgment is made of the courtesies extended by counsel interested in the pending redistricting cases in New York, Illinois and Minnesota.)

I.

Opinion of Court Below.

The opinion of the Supreme Court of the State of Missouri was rendered on January 4, 1932, and appears in — Missouri —, 45 Southwestern (2nd Series) 533,

and is set forth verbatim as Appendix "A", page 28, and in the record at page 53.

II.

Jurisdiction.

(1) The appellate and supervisory jurisdiction of the Supreme Court of the United States is invoked under Section 237, Judicial Code of the United States (28 U. S. C. A., Sec. 344), to correct error of the Supreme Court of the State of Missouri in the case cited in the last preceding paragraph. The petitioner brought suit in the Supreme Court of the State of Missouri to compel the respondent as Secretary of the State of Missouri to accept for filing and to file the written declaration of petitioner as a candidate for Representative from the Tenth Congressional District of the State of Missouri in the House of Representatives of the Congress of the United States, which said declaration of candidacy petitioner sought to file with respondent after the enactment in 1931 by the Legislature of the State of Missouri of an Act known as "Committee Substitute for Senate Bills 95, 141 and 147, 56th General Assembly of Missouri," by which Act the Legislature divided the State of Missouri into 13 congressional districts and provided that the legal voters of each district should elect one member of Congress of the United States. The respondent refused to accept for filing the petitioner's declaration of candidacy on the ground that the Act was invalid because it had been vetoed by the Governor. The petitioner brought his suit on the ground that the Act

passed by the Legislature was valid and that the division of the State into congressional districts by the Legislature was in conformance with the provisions of the Federal Constitution and laws and that the respondent's refusal to accept petitioner's declaration of candidacy was contrary to the provisions of the Federal Constitution and laws and deprived this petitioner of his political rights. The Supreme Court of Missouri upheld the contentions of the respondent and ruled and adjudged that said Act of the Legislature of Missouri was invalid.

(2) Final judgment of the Supreme Court of the State of Missouri herein was entered on the 4th day of January, 1932, 45 Southwestern 533 (2nd Series) (R. 53).

(3) The case at bar comes within the appellate jurisdiction of this Court under Section 237 of the Judicial Code, by reason of the admitted allegations set forth in the petition, which facts are not here repeated to save space and the time of this Court. The provisions of Article I, Section 4, and of the Fourteenth Amendment of the Federal Constitution, and the Federal Statutes, relating to the apportionment of representatives among the several States, were drawn in question, as well as the rights, privileges and immunities under the Federal Constitution and laws of the petitioner and other citizens similarly situated. The judgment of the Supreme Court of the State of Missouri held invalid said Act of the 56th General Assembly of the State of Missouri, to-wit: "Committee Substitute for Senate Bills 95, 141 and 147, 56th General

Assembly of Missouri," and adversely determined the claims of this petitioner based on said constitutional and statutory provisions, and denied the asserted rights, privileges and immunities of this petitioner and other citizens similarly situated.

This petitioner, as a resident, citizen and elector, is entitled to maintain this action to enforce and protect his political rights and the right to equality in the enjoyment thereof under the authority of the decision of this Court in *Nixon* v. *Herndon* (1927), 273 U. S. 536, 47 Sup. Ct. 446, 71 L. Ed. 759.

That this Court has jurisdiction in the premises on this petition invoking the Court's appellate and supervisory jurisdiction, is established by

Cumberland v. *Board of Revision* (1931), — U. S. —, 52 Sup. Ct. 48, 76 L. Ed. 131.

Santovincenzo v. *Egan* (1931), — U. S. 66, 52 Sup. Ct. 81, 125 (2), 76 L. Ed. 135.

Van Huffel v. *Harkelrode* (1931), — U. S. —, 52 Sup. Ct. 115, — L. Ed. —.

People of the State of New York v. *Zimmerman* (1928), 278 U. S. 63, 49 Sup. Ct. 61, 73 L. Ed. 184.

State ex rel. Davis v. *Hildebrandt* (1916), 241 U. S. 565, 36 Sup. Ct. 708, 60 L. Ed. 1172.

Hawke v. *Smith*, 253 U. S. 221.

III.

Statement of Case.

The facts involved in the case at bar are not in dispute. The respondent in his return and in his

brief filed in the Supreme Court of Missouri admitted the enactment by the Legislature of the Bill in question in form and by proceedings as alleged by the petitioner and that the petitioner's declaration was in proper form and that he possessed the necessary qualifications and was and is entitled to file such declaration of candidacy if there be a Tenth Congressional District in the State of Missouri, but the respondent contended that there was no such district because the Act of the Legislature had been vetoed by the Governor and had not been passed by the Legislature thereafter over the Governor's veto. After the filing by the respondent of such return, the petitioner, claiming that the redistricting of the State was authoritatively complete without the Governor's approval, and in conformance with Article I, Section 4, of the Constitution of the United States, filed his motion for judgment on the pleadings.

IV.

Specifications of Error.

(1) The Supreme Court of the Sate of Missouri erred in refusing to issue a writ of mandamus to compel the respondent to receive and file the petitioner's written declaration as a candidate on the ticket of the Democratic Party of Missouri for the office of Representative from the Tenth Congressional District of the State of Missouri in the House of Representatives of the Congress of the United States.

(2) The Supreme Court of Missouri erred in entering judgment quashing the alternative writ of mandamus.

(3) The Supreme Court of the State of Missouri erred in construing the word "Legislature" in Article I, Section 4, of the Constitution of the United States when that Court ruled and held that the word "Legislature," in Article I, Section 4, of the Federal Constitution, means the two bodies of the State Legislature inclusive of the executive action of the Governor.

(4) The Supreme Court of the State of Missouri erred in holding that the word "Legislature" in Article I, Section 4, of the Federal Constitution means the law-making power of the State and includes the Governor as well as the Legislative body.

(5) The Supreme Court of the State of Missouri erred in holding that Sections 3 and 4 of the Act of Congress of August 8, 1911 (37 Stat. L. 13), are still in force and are not inconsistent with the Act of Congress of June 18, 1929 (46 Stat. L. 26).

V.

ARGUMENT.

Summary of Argument.

The petitioner claims that the division of the State of Missouri into 13 congressional districts by the Missouri Legislature at the 1931 session thereof by means of the Act known as "Committee Substitute for Senate Bills 95, 141, 147, 56th General Assembly of Missouri" is valid and that he was and is entitled to file his declaration as and to be a candidate on the ticket of the Democratic Party of Missouri for the office of Representative from the Tenth Congressional District of

the State of Missouri in the House of Representatives of the Congress of the United States and that the final judgment of the Supreme Court of Missouri quashing the alternative writ of mandamus and refusing to issue a writ of mandamus to compel the respondent to accept from this petitioner for filing and to file petitioner's written declaration as such candidate, are erroneous for the following reasons:

(*a*) Said Act entitled "Committee Substitue for Senate Bills 95, 141, and 147, 56th General Assembly of Missouri," is the action of the "Legislature" within the meaning of Article I, Section 4, of the United States Constitution.

(*b*) The Act of August 8, 1911 (37 Stat. L. 13), has expired by its own limitations and is no longer in effect and the Legislature, in redistricting the State, acted exclusively under Article I, Section 4, of the Federal Constitution.

The Ultimate Question Presented.

The issues may be summarized in one question for the determination of this Court:

Are the State Legislatures, when dividing the State into congressional districts, required to follow the procedure necessary in making laws?

POINT A.

(Assignment of Errors 1, 2, 3, and 4.) The Act known as "Committee Substitute for Senate Bills 95, 141, and 147, 56th General Assembly of Missouri," is

the action of the "Legislature" within the meaning of Article I, Section 4, of the United States Constitution. The authority of the State Legislature to prescribe congressional districts is derived exclusively from Article I, Section 4, of the Federal Constitution, which is as follows:

> "The times, places, and manner of holding elections for Senators and Representatives shall be prescribed in each State by the Legislature thereof; but the Congress may at any time by law make or alter such regulations, except as to places of choosing Senators."
>
> *McCrary on Elections,* 4th Ed., Secs. 153, 154 and 155.
>
> *Baldwin* v. *Trowbridge* (an election contest), reported in 2 Bartlett, page 46.
>
> *State of Minnesota ex rel. Smiley* v. *Holm,* — Minn. —, 238 N. W. 494.

Accordingly the word "Legislature" as therein used is to be interpreted in accordance with its meaning as of the time of the adoption of the Constitution and the Court should ascertain and give effect to the intent of the framers and of the people who adopted it.

> *1 Colley's Constitutional Limitations,* 123.
>
> *Hawke* v. *Smith,* 253 U. S. 221.
>
> *Scott* v. *Sanford,* 60 U. S. 393.
>
> *12 Corpus Juris* 718.
>
> *12 Corpus Juris,* pages 720 and 728.

Clearly, therefore, the Governor's right to act upon the redistricting Bill enacted by the 56th General Assembly of the State of Missouri is to be determined

by ascertaining the meaning of the term "Legislature" as found in said section. If the framers of the Constitution used the word "Legislature" in its ordinary sense and did not include the Governor as a part thereof, it necessarily follows that his veto of the mentioned Act is a mere nullity.

Whatever the term "Legislature" meant to the framers of the Constitution when it was adopted it still means.

Hawke v. *Smith,* 253 U. S. 221.

The rule is thus stated in 1 Cooley's Constitutional Limitations 123:

> "The Constitution was not to be made to mean one thing at one time and another at some subsequent time when the circumstances may have so changed as perhaps to make a different rule in the same case desirable."

The United States Constitution was ratified by conventions of delegates chosen by the people in 11 of the States before the new Government was organized under it and the remaining two, North Carolina and Rhode Island, ratified it some time later. (1 Cooley's Constitutional Limitations 9.)

Congressman Reed of New York (Congressional Record, Volume 71, part 3, page 2445) in discussing the word "Legislature" as understood by the framers of the Constitution, said:

> "At the very time that the convention was considering Article I, Section 4, and using the word 'Legislature' the members of that conven-

tion had fresh in their memory the unpopularity of the royal governors because of their abuse of the veto power. The bitterness of the people toward the arbitrary abuse of this power by the royal governors must have produced some reaction upon those who were using the word 'Legislature' in a document which sought to protect the liberties of the people.

"Not only this, it is significant in considering the use of the word 'Legislature' in this section to keep in mind that only three States, Massachusetts, New Hampshire and New York, had seen fit to grant the veto power to the Governor. At the very time that the convention was considering the word 'Legislature' the Legislatures alone in eight States were concerned in enacting statutes."

This petitioner respectfully submits that his contention that the word "Legislature" as used in Article I, Section 4, of the Federal Constitution had reference to Legislatures as they were then known and that the framers, in employing the term, made use of it in the ordinary sense with reference to the official body invested with the functions of making laws, the Legislative body of the State, and that they did not use the term in its enlarged sense as meaning the State or the law-making power of the State or as including the Governor is supported by the historical facts which this petitioner has set forth in Appendix "E", page 43. An examination of Appendix "E" shows that at the time the Federal Constitution as adopted was agreed upon, 11 of the original States had adopted State Constitutions and in each of them the word

"Legislature" or its equivalent was defined, but not in any one of them was the Governor included as a part of the "Legislature."

Petitioner respectfully submits that the framers of the Constitution must have intended to provide for the uniform operation of that instrument among all of the original States and that the carrying out of such intention necessarily required that the word "Legislature" should mean the same in each State and this required the exclusion from that term of the Governor; otherwise the word would have meant one thing in three States in which the Governor had the right of veto and another in the remaining States in which the veto power did not exist, and if the Governor was not included in the term "Legislature" at the time the Constitution was framed and since the term has today the same meaning that it had when the Constitution was adopted (*Hawke* v. *Smith*, 253 U. S. 221), and since, as is set forth in *Lesser* v. *Garnett*, 258 U. S. 130, the States cannot impose any limitations on the Federal Constitution, it necessarily follows that the Governor of Missouri is not included in the term "Legislature" as used in said Section 4, Article I, Federal Constitution, and his veto of the Act of the "Legislature" pursuant to such section is a mere nullity.

As was pointed out by this Honorable Court in the case of *Hawke* v. *Smith*, 253 U. S., 221, a "Legislature" at the time the Constitution was framed was the representative body which made the laws of the people, and the term is often used in the Constitution with this evident meaning. In the last mentioned case, this

Court called attention to the fact that Article I, Section 2, prescribes the qualifications of electors of Congressmen as those "requisite for electors of the most numerous branch of the State Legislature"; that Article I, Section 3, provided that "Senators shall be chosen in each State by the Legislature thereof," and that this was the method of choosing Senators until the adoption of the Seventeenth Amendment, which made provision for the election of Senators by vote of the people; that in Article IV, the United States is required to protect every State against domestic violence upon application of the "Legislature," or of the Executive when the Legislature cannot be convened. That Article VI requires the members of the several Legislatures to be bound by oath or affirmation to support the Constitution of the United States; that, by Article I, Section 8, Congress is given exclusive jurisdiction over all places purchased by the consent of the Legislature of the State in which the same shall be; that Article IV, Section 3, provides that no new States shall be carved out of old States without the consent of the Legislatures of the States concerned. And this Court also stated, "there can be no question that the framers of the Constitution clearly understood and carefully used the terms in which that instrument referred to the action of the Legislatures of the States." In that case, the contention was made in effect, that the "Referendum" was included within the meaning of the word "Legislature" as used in Article V of the Federal Constitution. This contention was very apparently based upon the further claim that the term "Legislature" meant "the law making power," but

since this Court, in effect, ruled that the word "Legislature" as used in Article V does not mean "the law making power" and does not include the "Referendum," and since the word "Legislature" as used in Article V and as used in other parts of the Constitution, including Article I, Section 4, must have been given and intended by the framers of the Constitution to have the same meaning, petitioner respectfully submits that the word "Legislature" as used in Article I, Section 4, should be also construed as meaning the representative body which makes the laws of the State and not all the governmental machinery which constitutes the law making power of the State.

We believe it would be unreasonable to assume other than that the framers of the Constitution would have guarded against confusion, and clearly indicated and expressed their intention had they intended the term "Legislature" to be given and possess a different definition in each place in which it was inserted. The rule is thus stated in 12 *Corpus Juris*, page 706, "the presumption is that the same meaning attaches to a given word or phrase wherever it occurs in a Constitution."

If, therefore, the word "Legislature" as used in Article V does not mean the "law making power" then we submit that it does not mean "the law making power" when it is used in Article I, Section 4.

Petitioner believes the opinion of the Supreme Court of Minnesota, in the case of *State of Minnesota ex rel. Smiley* v. *Holm*, — Minnesota —, 238 N. W. 494, and which opinion petitioner does not incorporate herein because it is now before this Court for review, to be

most convincing and persuasive of the contentions herein advanced; and, particularly, does Petitioner desire to call to the attention of this Court the following language contained in the opinion of the Minnesota Supreme Court:

> "The Legislature, in districting the State, is not, strictly, in the discharge of legislative duties as a law making body—not acting in its sovereign capacity—but is acting as representatives of the people of the State under the power granted by said Article I, Section 4. It merely gives expression as to district lines in aid of the election of certain Federal officials; prescribing one of the essential details, serving primarily the Federal Government and, secondly, the people of the State. The Legislature is designated as a mere agency to discharge the particular duty. The Governor's veto has no relation to such matters; that power pertains, under the State Constitution, exclusively to State affairs."

This petitioner respectfully submits that it would have been perfectly proper and within the power of the framers of the Constitution to have prescribed that "the times, places and manner of holding elections for Senators and Representatives shall be prescribed in each State by THE CHIEF EXECUTIVE thereof." Could it then have been reasonably contended, that the phrase "The Chief Executive thereof" included the "Legislature" because it is a part of the law making power? We believe that no one would serious support such contention, and if the phrase "the Chief Executive"

could not reasonably be interpreted as meaning the "law making power" it necessarily follows that by the same token the word "Legislature" should also be interpreted according to its ordinary meaning.

POINT B.

(Assignment of Errors 1, 2 and 5)

> "Committee Substitute for Senate Bills 95, 141, 147, 56th General Assembly of Missouri" is not rendered invalid by the provisions of the Act of Congress of August 8, 1911 (37 Stat. L. 13), because the Act of Congress of August 8, 1911, has expired by its own limitations and is no longer in effect, and the Legislature in redistricting the State, acted exclusively under Article I, Section 4 of the Federal Constitution.

As observed from the history of Congressional Reapportionment, which this petitioner has set out in Appendix "F," page 57, Congress for a long time passed apportionment acts following each decennial census. From the language and provisions of such statutes, it is apparent that they were intended to meet the change in population, and it was always apparently contemplated that ten years hence another law of similar character would be enacted.

The Act of June 18, 1929 (the effect of which was to reduce Missouri's Representatives in the House of Representatives from sixteen to thirteen members), as set forth in its title, provides (1) for the fifteenth and subsequent decennial censuses and (2) for apportionment of representation in Congress, and Section 22,

subdivision (b) thereof, while not depriving Congress of the right to pass an apportionment Act, does provide an arbitrary method of apportionment, to-wit, that if Congress fails to enact a law apportioning Representatives among the several State, then each State shall be entitled in the second succeeding Congress and in each Congress thereafter until the taking effect of a reapportionment under said section or subsequent statute, to the number of Representatives shown in the statement provided for by said Act based upon the method used in the last preceding apportionment (which was the method known as the "Method of Major Fractions").

The title of the Act of August 8, 1911, reads:

> "An Act for the apportionment of Representatives in Congress among the several States under the thirteenth census."

Section 1 of this Act provided that the total number of members in the House of Representatives should be four hundred thirty-three and apportioned them among the several States. Certainly it is apparent that this Section is now of no further effect. Section 2 concerned itself only with the States of New Mexico and Arizona, and, therefore, is not here involved.

Section 3 provides that in every State "entitled under this apportionment to more than one Representative, the Representatives to the sixty-third and each subsequent Congress shall be elected by districts composed of a contiguous and compact territory and containing as nearly as practicable an equal number of inhabitants and that the said districts shall be equal

to the number of Representatives to which such State may be entitled in Congress, no district electing more than one Representative."

Clearly, from the title of the Act and the express use of the phrase "under this apportionment," Section 3 applied only to elections of Representatives under the apportionment following the thirteenth decennial census and expired by its own limitations when the apportionment it undertook to regulate had ceased to be in force. This question was involved in a discussion in Congress with reference to the Act of 1929 (Congressional Record, Vol. 71, Part 3, p. 2445) and a point of order having been raised, the Speaker of the House in ruling thereon said:

> "All the way through every provision of the Act of August 8, 1911, relates to 'this apportionment,' that is, the apportionment provided for in the Act of August 8, 1911."

The petitioner seeks to be a candidate at an election to be held pursuant and subsequent to an apportionment provided for by the Act of June 18, 1929, upon the enactment of which "this apportionment" provided for in Section 3 ceased to be in force.

By the same token and for the same reasons, Section 4 which provided "that in case of an increase in the number of Representatives in any State under this apportionment, such additional Representative or Representatives shall be elected by the State at large and the other Representatives by the districts now prescribed by law until such State shall be redistricted in the manner provided by the laws thereof," etc., has

ceased to be in force. The Act of 1911 was clearly enacted for a specific purpose and a limited period of time; that is, during such time as Representatives should be elected under the apportionment provided for by said Act of 1911.

It might be suggested that, because the method prescribed in the 1911 Act was followed subsequent to the fourteenth decennial census, and that because the 1911 Act is contained in the Code of Laws of the United States adopted June 30, 1926, and this codification is under an Act entitled "An Act to construe, codify and set forth the general and permanent laws of the United States in force December 7, 1925" that the 1911 law is general and permanent in character and stands until expressly repealed; but as was pointed out by the Supreme Court of Minnesota in the case of *State of Minnesota ex rel. Smiley* v. *Holm* (*supra*), Congress in 1920 did not enact a reapportionment law and, consequently, the 1911 statute served. It was a general and permanent law, at least for a time, and Congress very properly caused the same to be included in the Judicial Code in 1926. No reapportionment law having been passed by Congress in 1920, the Congress in 1929, apparently to meet the past omission and to avoid a repetition, enacted the 1929 law which called for the fifteenth and subsequent decennial censuses, and provided automatically for apportionment of representations in Congress. Petitioner respectfully submits that the clause "by the method used in the last preceding apportionment," as used in the 1929 Act related only to the arithmetical method of computation.

Petitioner also submits that the Act of August 8, 1911, has been repealed by the repealing clause (Section 21,) of the Act of Congress of June 18, 1929, Chapter 28 (46 Stat. L. 26).

Conclusion.

Petitioner, therefore, respectfully submits that this case calls for the exercise by this Honorable Court of its supervisory powers in order that a question of nation-wide importance shall be determined, and to correct error of the Supreme Court of the State of Missouri and to enable the State of Missouri to have the benefit of the same interpretation and adjudication of the matters here involved as will be given by this Court in the similar controversy now existing in the State of Minnesota, and over which said controversy in Minnesota this Court has already assumed jurisdiction, and that to such end a Writ of Certiorari should be granted and this Court should review the decision of the Supreme Court of the State of Missouri and finally reverse it.

Respectfully submitted,

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APPENDIX "A".

Opinion Rendered January 4, 1932 by the Supreme Court of the State of Missouri.

IN THE SUPREME COURT OF MISSOURI, EN BANC.

OCTOBER TERM, 1931.

No. 31,668.

STATE EX REL. JOHN J. CARROLL, *Relator*,

v.

CHARLES U. BECKER, *Secretary of State, Respondent.*

A proceeding by mandamus to compel the Secretary of State to receive and file the relator's declaration of his candidacy for Congress of the United States. The petition recites portions of the Act of Congress, 1929, providing for the fifteenth and subsequent decennial censuses, and authorizing the president to transmit to each state a message designating the number of members of Congress apportioned to such state, in accordance with such census. It sets out a message of the President to Congress in pursuance of Section 22(*a*) of that Act, stating that Missouri is entitled to thirteen representatives in Congress; sets out a bill introduced in the Fifty-Sixth General Assembly of the State of Missouri redistricting the State into thirteen congressional districts, the Tenth District thereof comprising certain wards and precincts in the City of St. Louis; that said bill duly passed the Senate and the House and was disapproved by the Governor in a veto message.

The relator, claiming that the redistricting of the State was authoritatively complete without the Governor's approval, sought to file his declaration as a candidate for the nomination on the Democratic ticket for Congressman from the said Tenth District, and the respondent Secretary of State refused to receive or file his declaration.

The above facts are admitted by respondent's return. The case is submitted on relator's motion for judgment on the pleadings.

I. The relator asserts the validity of the redistricting act and his right to file as a candidate for the nomination on the Democratic ticket from that district, under Section 4, Article I, of the Constitution of the United States, as follows:

> "The times, places and manner of holding election for representatives shall be prescribed in each state by the legislature thereof, but the Congress may at any time by law make or alter such regulations."

The point made by relator is that the word "legislature" in that section means the members comprising the legislative body acting in a ministerial capacity and does not mean the law-making power of the State, which includes the Governor as well as the legislative body. It is pointed out in the argument that the word "legislature" occurs many times in the Federal Constitution and in some of them, obviously from the context, it has the restricted meaning claimed for it here. Section 3, Article I of the Federal Constitution provides that the senators of the United States in each state shall be "chosen" by the legislature thereof. Article V of the Constitution, provides that an amendment to the Constitution shall be "ratified by the legislatures of three-fourths of the several states." Those

are instances where the word "legislature" does not mean the law-making power of the State. The election of a United States senator is merely by a vote; no law is enacted. Ratifying an amendment to the Federal Constitution likewise is a voted approval by the legislature; it is not the discharge of a law-making function. It is a ministerial act commanded by the United States Constitution. Relator claims that the word "legislature" in Section 4, Article I, has the same meaning.

Three cases recently have been determined in as many different states construing the word "legislature" as used in that section: State of Minnesota ex rel. *Smiley* v. *Holm*, decided October 9, 1931, not yet reported; In Re Application of *Koenig, et al.* v. *Flynn*, Secretary of State, Supreme Court of New York 1931, not yet reported; State ex rel. *Schrader* v. *Polley*, Secretary of State, 26 S. D. p. 5.

In the Minnesota case it was held that an Act of the legislature in that State, although vetoed by the Governor, was effective to redistrict the State into congressional districts on the ground that the word "legislature" as used in Section 4, Article I, of the Federal Constitution means merely the legislative body and does not mean the law-making power of the State.

In the Dakota case and the New York case it was held that the word "legislature" as used in Section 4, Article I, means the law-making power of the State. In the Minnesota case a memorandum by the Judge of the District Court and the opinion of the Supreme Court upon appeal are set out at length in a pamphlet filed here. The matter was argued at length with much plausability, although there was a dissenting opinion.

Section 2, Article I, of the Federal Constitution provides for an apportionment of representatives among the several states, and that provision was modified by Section 2 of Amendment XIV adopted in 1866, which

required representatives to be apportioned among the several states "according to their respective numbers counting the whole number of persons in each state including Indians not taxed."

A congressional apportionment has followed each decennial census beginning with that of 1790 until that of 1910. The act following the first census allowed a representative in each state for every thirty-three thousand persons, making 105 representatives in all. The population basis of representation was increased from time to time and in 1830 a representative was allowed for each 47,000 persons. Notwithstanding the increase of population for each representative the number of members of Congress increased very rapidly and in 1860 it was thought necessary to limit the number of representatives to 241. That limit was extended from census to census until the Act of 1911 following the census of 1910 limited the number to 433, and provided that if the territories of Arizona and New Mexico should become states each would be entitled to one representative, which made the total 435 when those states came in. No reapportionment act followed the census of 1920. The Act of 1929 did not increase the number of representatives but apportioned the 435 members among the states according to the provision in Amendment XIV; the number of representatives from Missouri, formerly 16, was reduced to 13.

The Act of 1842, following the census of 1840, for the first time provided that representatives should be elected by districts composed of contiguous territory, and the Act following the census of 1870 had the same provision with the addition that the districts should be as nearly as practicable equal in number of inhabitants. That act also provided that in states where there was an increased number of representatives the additional representatives should be elected at large, and other representatives entitled to be elected by the

districts then provided for, until the legislature of the state might otherwise provide.

Similar provisions appeared in each subsequent apportionment act until that following the census of 1900, which further provided that if the number provided should in any state be less than it was before the whole number in such state should be elected at large, unless the legislature of such state should provide otherwise.

The Act of 1911 contains the following pertinent sections:

> "SEC. 3. (Election by districts). That in each state entitled under this apportionment to more than one Representative, the Representatives to the sixty-third and *each subsequent Congress shall be elected* by districts composed of a contiguous and compact territory, and containing as nearly as practicable, an equal number of inhabitants. The said districts shall be equal to the number of Representatives to which such State may be entitled in Congress, no district electing more than one Representative (37 Stat. L. 14).
>
> "SEC. 4. (Redistricting States—Representatives at Large). That in case of an increase in the number of Representatives *in any State* under this apportionment, such additional Representative or Representatives shall be elected by the State at large and *the other Representatives* by the districts now prescribed by law until such State shall be *redistricted in the manner provided by the laws thereof*, and in accordance with the rules enumerated in section 3 of this Act; and if there be no change in the number of Representatives from a State, the Representatives thereof shall be elected from the dis-

tricts now prescribed by law until such State shall be redistricted as herein prescribed" (37 Stat. L. 14).

These provisions, respondent claims, are still in force because enacted in accordance with Section 4, Article I, of the Constitution providing that "Congress may at any time by law make or alter" the regulations mentioned. Section 4 of that Act (1911) provides that in case of an increase of representatives "*in any state*" under this apportionment, such additional representatives may be elected by the State at large: "and the *other representatives* by the districts *now prescribed by the laws thereof* and in accordance with the rules enumerated in Section 3 of this Act." The State of Missouri having no increase over the former apportionment comes under the head of "the other representatives." Its representatives are to be elected by the districts now prescribed by law until it shall be redistricted in the manner provided by the "laws thereof." Since the number of representatives for Missouri has been reduced the former districts no longer exist and representatives must be elected at large.

II. The above conclusion is on the assumption that the pertinent provisions of the Act of 1911 are still in force. In the Minnesota case it was held that sections 3 and 4 of that Act "expired by their own limitations," because the use of the words "under this apportionment" in both sections made them inapplicable to any other apportionment.

In the New York case the court reached a similar conclusion holding that the Act of 1911 was a temporary enactment because the language "under this apportionment" limited its operation. That Court dif-

fered from the Minnesota Court on the meaning of the word "legislature."

The Minnesota court said of the apportionment acts:

> "The history, nature, purpose and language of the several statutes disclose a clear intention on the part of Congress to have each of these apportionment acts replace its immediate predecessor. We believe it was the intention of Congress to have the Act of 1929 supersede and take the place of the entire statute of 1911."

If that is correct then there is no longer a requirement for congressional districts of any description. The Act of 1929 makes no mention of districts of contiguous territory and equal population. It does not mention districts or redistricting at all. The title of the Act discloses its purpose, "An Act to provide for the fifteenth and subsequent decennial censuses and to provide for apportionment of representatives in Congress."

It establishes a permanent method for census taking and apportionment.

Section 21 of the Act repeals the Act of 1902 establishing a permanent census office and acts amendatory thereof. It repeals all other laws or parts of laws "inconsistent with the provisions of this act."

The provisions of sections 3 and 4 of the Act of 1911 are not inconsistent with the act of 1921. Neither are similar provisions in acts previous to the Act of 1911, relating to districts of contiguous territory of equal population and other regulations. Why did Congress think it necessary to repeal specifically other acts relating to a permanent census bureau and to apportionment, and to repeal other acts inconsistent with the Acts of 1929, unless it meant to leave in force other acts which were not inconsistent with it? If the Act

of 1911 expired by its own limitation in the use of the words "under this apportionment;" what of prior acts containing the same provisions about congressional districts which did not have those terms? Would they be in force? Certainly not if each of those apportionment acts "replaced" its immediate predecessor as held by the Minnesota Court. In Clause 1 of Section 22 of the Act of 1929 is mentioned the "method used in the *last preceding* apportionment." Does that mean merely the apportionment of representatives among the states, or does the "method" include redistricting the states which was included in the preceding apportionment? It seems to us that Congress did not intend by the Act of 1929 to abolish the requirement of congressional districts of contiguous territory of practically equal population and other provisions of previous acts. Nor do we think it was meant to repeal or supplant the other provisions of Sections 3 and 4 of the Act of 1911. Does the expression "under this apportionment" relate to every provision of Section 4? Or only to "such additional representatives" where the number for any state is increased?

The requirement in Section 4, for the election of "other representatives by districts now prescribed by law until such state shall be redistricted in the manner provided by the laws thereof," applies to districts not affected by "this apportionment" and also to those in states where there was a decrease in the number of representatives. Are the provisions relating to those "other districts" limited to "this apportionment"? It is for the Federal courts to construe the Act of 1911, so far as it may or may not affect later apportionments.

III. Whatever the U. S. Supreme Court may decide about continued validity or expiration of the Act of 1911 the terms of sections 3 and 4 are significant as a congressional interpretation of Section 4, Article 1, of

the Constitution. It recognizes the "manner" of redistricting in the state to be "as provided by the laws thereof." It refers to districts existing as "the districts now (August 8, 1911) prescribed by law," meaning, of course, districts then existing by the laws of the several states. And that interpretation was recognized and approved by the Federal Supreme Court in the case of *Davis* v. *Hildebrand,* 241 U. S. 565, where the Act of 1911 came under consideration. The court there gave effect to the expression in the Act of 1911 "in the manner provided by the laws thereof," thereby giving judicial sanction to the congressional interpretation that the redistricting in a state should be made by the laws of the state. It went further and held that in Ohio the referendum was a part of the law-making power of the State, to be asserted in approving or disapproving a redistricting act by the legislature.

IV. It is contended by the respondent here that in the absence of any regulation by the Federal Constitution or Congress, each state had the inherent right to make its own districts for its congressional representatives on the theory that the powers of Congress and of the Federal government were delegated powers and all other powers were reserved to the States. That principle does not apply here. A member of Congress is not a state officer. He does not represent the State. He represents the people of the United States in the district from which he is elected. He is a United States officer. The states were in existence before "we, the people of the United States" adopted the Constitution. Each state in turn chose to accept the limitations of its sovereignty imposed upon it when it came under the Constitution. Congressmen were the creation of the Constitution,—purely federal officers over which a state has no control. So far as the State has authority to divide the state into congressional districts it de-

rives that authority from the Federal Constitution and the acts of Congress. Of course when the Constitution assigns to each state the right to elect representatives, if there is no provision as to how they are to be elected, by necessary implication a state would have the right to choose a method of carrying out the mandate.

V. In interpreting language used in a constitution or a statute the context is important. The word "legislature" means a political body of persons organized for the purpose of making laws. Appropriately it could not mean merely the members of that body. It cannot act *as* a legislature except in its official capacity. Its normal function is the enactment of laws. When assigned a certain duty that duty must be performed by the enactment of a law unless the context implies the exercise of some other function. What is the nature of the act to be performed? It is possible for the Federal Constitution or an act of Congress to assign to a state legislature the performance of a ministerial act. From the context, from the act to be performed must be determined whether something other than the normal function is to be exercised.

As pointed out above, choosing a senator of the United States or ratifying a constitutional amendment requires no exercise of the law-making power.

Compare those provisions with Section 4, Article I: "The times, places and manner of holding elections for senators and representatives shall be *prescribed* in each state by the legislature thereof."

The word "prescribe" as appropriate here, means "to lay down authoritatively a guide, direction, or a rule of action." That definition occurs in the dictionaries and in Corpus Juris.

"The time, places, and manner" of holding elections the legislature must prescribe. The acts to be performed contemplate the establishment of a rule of

action which can be accomplished only by that organized body in the enactment of a law. The "manner" of holding elections includes the qualifications of judges, the form of the ballots, and other details, all of which are fixed by law and can be provided only by establishing a rule, not merely for one election but for all elections. It may be said that prescribing those details is different from the forming of districts. The "manner of holding elections" includes everything that comes within the meaning of those words. It is the same legislature which performs all the acts constituting the "manner of holding elections." The word "legislature" cannot mean one thing for one of such duties and another thing for the rest. It cannot mean the law-making power in prescribing some of the details in the manner of holding elections and the mere individual action of the members in prescribing others.

Further, dividing a state into political subdivisions, or creating territorial districts of any kind, is a legislative act. *Haeussler* v. *Bates*, 306 Mo. l. c. 411. This Court said in *State ex. rel.* v. *Hitchcock*, 241 Mo. l. c. 457, "that the districting of the State into legislative senatorial, congressional and judicial districts is the exercise of legislative authority cannot be successfully questioned."

That case concerned the State Senatorial Districts and it might be claimed that the mention of congressional and judicial districts is obiter. Yet the same principle would apply. It is a legislative act. That case was quoted and approved in *State ex rel. Lashley* v. *Becker*, 290 Mo. 560. While there were dissenting opinions as to the result in the latter case, the principle was not questioned that dividing the state into districts is a legislative act.

However, all doubt about the meaning of the word "legislature" used in Section 4, Article I of the Federal Constitution was set at rest by the United States

Supreme Court, in *Hawke* v. *Smith*, 253 U. S. 221, where (l. c. 231) in discussing the difference between a ratification of a constitutional amendment and dividing a state into Congressional Districts that court said:

> "Article I, Section 4, plainly gives authority to the State to legislate within the limitations therein named. Such legislative action is entirely different from the requirement of the Constitution as to the expression of assent or dissent to the proposed amendment to the Constitution. In such expression no legislative action is authorized or required."

citing *Davis* v. *Hildebrand, supra.*

Plainly, if the United States Supreme Court should affirm the judgment in the Minnesota case it would be because of the Minnesota court's interpretation of its own constitution.

Congress never passed an act redistricting the states for the representatives in Congress. It has recognized the division of the states into districts under Section 4, Article I, of the Federal Constitution as accomplished by the laws of such states.

The alternative writ is quashed.

All concur.

J. T. WHITE,
Judge."

APPENDIX "B".

Missouri Constitution.

ARTICLE IV, SECTION 1. The Legislative Power, subject to the limitations herein contained shall be vested in a Senate and House of Representatives to be styled "The General Assembly of the State of Missouri."

APPENDIX "C".

The Act of 1929, 46 St. L. 26, June 18, 1929.

CHAP. 28. An Act to Provide for the Fifteenth and Subsequent Decennial Censuses and to Provide for the Apportionment of Representatives in Congress.

SECS. 1 to 20, inclusive. (Provide for the taking of the 1930 Census, outline the machinery, designate the Federal officials, their duties, etc.)

SEC. 21. That the Act establishing the permanent Census Office, approved March 6, 1902, and Acts amendatory thereof and supplemental thereto, except as are herein amended, shall remain in full force. That an Act entitled "An Act to provide for the fourteenth and subsequent decennial censuses," approved March 3, 1919, and all other laws and parts of laws inconsistent with the provisions of this Act are hereby repealed.

SEC. 22. (*a*) On the first day, or within one week thereafter, of the second regular session of the Seventy-first Congress and of each fifth Congress thereafter, the President shall transmit to the Congress a statement showing the whole number of persons in each State, excluding Indians not taxed, as ascertained under the fifteenth and each subsequent decennial census of the population, and the number of Representatives to which each State would be entitled under an apportionment of the then existing number of Representatives made in each of the following manners:

(1) By apportioning the then existing number of Representatives among the several States according to the respective numbers of the several States as ascertained under such census, by the method used in the last preceding apportionment, no State to receive less than one Member;

(2) By apportioning the then existing number of Representatives among the several States according to the respective numbers of the several States as ascertained under such census, by the method known as the method of major fractions. No State to receive less than one Member; and

(3) By apportioning the then existing number of Representatives among the several States according to the respective numbers of the several States as ascertained under such census, by the method known as the method of equal proportions, no State to receive less than one Member.

(*b*) If the Congress to which the statement required by subdivision (*a*) of this section is transmitted, fails to enact a law apportioning Representatives among the several States, then each State shall be entitled, in the second succeeding Congress and in each Congress thereafter until the taking effect of a reapportionment under this Act or subsequent statute, to the number of Representatives shown in the statement based upon the method used in the last preceding apportionment. It shall be the duty of the Clerk of the last House of Representatives forthwith to send to the executive of each State a certificate of the number of Representatives to which such State is entitled under this section. In case of a vacancy in the office of Clerk, or of his absence or inability to discharge this duty, then such duty shall devolve upon the officer who, under Sections 32 or 33 of the Revised Statutes, is charged with the preparation of the roll of Representatives-elect.

(*c*) This section shall have no force and effect in respect to the apportionment to be made under any decennial census unless the statement required by subdivision (*a*) of this section in respect to such census is transmitted to the Congress within the time prescribed in subdivision (*a*).

APPENDIX "D".

The Act of August 8th, 1911 (37 St. L. 13).

CHAP. 5. An Act for the apportionment of Representatives in Congress among the several States under the Thirteenth Census.

Be It Enacted by the Senate and House of Representatives of the United States of America in Congress Assembled, that after the third day of March, 1913, the House of Representatives shall be composed of four hundred thirty-three members, to be apportioned among the several States as follows:

(Here follows a list of the States with the number of Representatives allotted to each. Missouri has 16.)

SEC. 2. (Provision is made for the territories of Arizona and New Mexico and providing, in the event of their admission to the Union, that their Representatives shall be in addition to the 433 provided for in Section 1.)

SEC. 3. That in each State entitled under this apportionment to more than one Representative, the Representatives to the Sixty-third and each subsequent Congress shall be elected by districts composed of a contiguous and compact territory, and containing as nearly as practicable an equal number of inhabitants. The said districts shall be equal to the number of Representatives to which such State may be entitled in Congress, no district electing more than one Representative.

SEC. 4. That in case of an increase in the number of Representatives in any State under this apportionment such additional Representative or Representatives shall be elected by the State at large and other Repre-

sentatives by the districts now prescribed by law until such State shall be redistricted in the manner provided by the laws thereof and in accordance with the rules enumerated in Section three of this Act; and if there be no change in the number of Representatives from a State, the Representatives thereof shall be elected from the districts now prescribed by law until such State shall be redistricted as herein prescribed.

SEC. 5. (Provides that where Congressmen are to be elected at large, they shall be elected in the same manner as candidates for governor, unless otherwise provided by laws of the State.)

APPENDIX "E".

Historical facts which tend to show that the word "Legislature" as used in Article I, Section 4 of the Federal Constitution had reference to Legislatures as they were then known and that the farmers, in employing the term, made use of it in the ordinary sense with reference to the official body invested with the function of making laws, the legislative body of the State, and that they did not use the term in its enlarged sense as meaning the State or the law-making power of the State, or as including the Governor:

ARTICLE V of the Articles of Confederation of 1777 was as follows:

> For the more convenient management of the general interests of the United States, delegates shall be annually appointed in such manner as the Legislature of each state shall direct, to meet in Congress on the first Monday in November, in every year, with a power reserved to each State to recall its delegates, or any of them at any time within the year, and to send others in their stead, for the remainder of the year.

At the time the Constitution of the United States was framed, the Constitutions of the several states with reference to the organization of the Legislatures and provisions for the appointment of delegates to the Continental Congress were as follows:

Delaware—1776.

ARTICLE III—The Legislature shall be formed of two distinct branches; they shall meet once or oftener in every year and shall be called "The General Assembly."

ARTICLE VI—The President or Chief Magistrate shall be chosen by joint ballot.

ARTICLE XI—The delegates for the Congress of the United States of America shall be chosen annually or superseded in the meantime by joint ballot of both houses in the General Assembly.

Federal and State Constitutions compiled and edited under Act of Congress of June 30, 1906, by Francis Newton Thorpe, Vol. I, Page 562.

Georgia—1776.

ARTICLE II—The Legislature of this State shall be composed of the representatives of the people as is hereinafter pointed out; and the representatives so elected shall meet the first Tuesday in January following, at Savannah, or any other place or places where the House of Assembly for the time being shall direct.

On the first day of the meeting of the representatives so chosen, they shall proceed to the choice of a Governor who shall be styled "Honorable"; and of an executive council, etc.

ARTICLE XVI—The Continental delegates shall be appointed annually by ballot, etc. (Note: Although the above provision does not state by whom the dele-

gates were to be appointed, I find that, in practice, they were elected directly by the qualified electors.)

Federal and State Constitutions, compiled and edited under Act of Congress of June 30, 1906, by Francis Newton Thorpe, Vol. 2, Page 777.

Maryland—1776.

ARTICLE I—That the Legislature consists of two branches, a senate and a house of delegates, which shall be styled "The General Assembly of Maryland."

ARTICLE XXVII—That the delegates to Congress from this State shall be chosen annually, or superseded in the meantime by the joint ballot of both Houses of Assembly.

Federal and State Constitutions, compiled and edited under Act of Congress of June 30, 1906, by Francis Newton Thorpe, Vol. 3, Page 1691.

Massachusetts—1780.

Chapter I.

ARTICLE I—The Department of Legislature shall be formed by two branches, a Senate and House of Representatives; each of whom shall have a negative on the other.

Chapter IV.

The delegates of this commonwealth to the Congress of the United States shall, some time in the month of June annually, be elected by the joint ballot of the Senate and House of Representatives, assembled together in one room; to serve in Congress for one year, to commence on the first Monday in November then next ensuing.

Federal and State Constitutions compiled and edited under Act of Congress of June 30, 1906, by Francis Newton Thorpe, Vol. 3, Page 1893.

New Hampshire—1784.

The Supreme Legislative power within this State shall be invested within the Senate and House of Representatives, each of which shall have a negative on the other.

Federal and State Constitutions compiled and edited under Act of Congress of June 30, 1906, by Francis Newton Thorpe, Vol. 4, Page 2458.

The Senate and House shall assemble every year on the first Wednesday of June, and at such other times as they may judge necessary; and shall dissolve and be dissolved, seven days next preceding the said first Wednesday of June; and shall be styled "The General Court of New Hampshire."

The delegates of this State to the Congress of the United States shall some time between the first Wednesday in June and the first Wednesday of September annually be elected by the Senate and House of Representatives in their separate branches.

New Jersey—1776.

ARTICLE I—That the Government of this province shall be vested in a Governor, Legislative Council and General Assembly.

ARTICLE VII—That the council and assembly, jointly, at their first meeting at each annual election shall, by a majority of votes, elect some fit person within the colony to be Governor for one year, who shall be constant president of the council and have a casting vote in their proceedings.

ARTICLE XV—That the laws of the colony shall begin in the following style, viz., "Be it enacted by the council and general assembly of this colony, and it is hereby enacted by the authority of the same." (Note:

I find no provisions for the election or appointment of delegates to the Continental Congress.)

Federal and State Constitutions, compiled and edited under Act of Congress of June 30, 1906, by Francis Newton Thorpe, Vol. 5, Page 2594.

New York—1777.

ARTICLE II—This convention doth further in the name and by the authority of the good people of this State, ordain, determine and declare, that the Supreme Legislative power within this State shall be vested in two separate and distinct bodies of men; the one to be called the assembly of the State of New York, the other to be called the Senate of the State of New York; who together shall form the Legislature, and meet at least once in every year for the despatch of business.

ARTICLE XXX—The delegates to represent this State in the General Congress of the United States of America shall be appointed annually as follows, to-wit:

The Senate and Assembly shall each openly nominate as many persons as shall be equal to the number of delegates to be appointed after which nomination they shall meet together and those persons named in both lists shall be delegates and out of those persons whose names are not in both lists, one-half shall be chosen by the joint ballot of the Senators and members of Assembly so met together as aforesaid.

Federal and State Constitutions, compiled and edited under Act of Congress of June 30, 1906, by Francis Newton Thorpe, Vol. 5, Page 2628.

North Carolina—1776.

ARTICLE I—That the Legislative authority shall be vested in two distinct branches, both dependent on the people, to-wit: A Senate and House of Commons.

ARTICLE IV—That the Senate and House of Commons, assembled for the purpose of legislation, shall be denominated The General Assembly;

ARTICLE XXXVII—That the delegates for this State to the Continental Congress while necessary, shall be chosen annually by the General Assembly, by ballot; but may be superseded, in the meantime, in the same manner.

Federal and State Constitutions, compiled and edited under Act of Congress of June 30, 1906, by Francis Newton Thorpe, Vol. 5, page 2790.

Pennsylvania—1776.

SECTION II—The Supreme Legislative Power shall be vested in a House of Representatives of the freemen of the Commonwealth or State of Pennsylvania.

SECTION XI—Delegates to represent this State in Congress shall be chosen by ballot by the future general assembly at their first meeting and annually forever afterwards, as long as such representation shall be necessary.

Federal and State Constitutions, compiled and edited under Act of Congress of June 30, 1906, by Francis Newton Thorpe, Vol. 5, page 3084.

South Carolina—1778.

ARTICLE II—That the Legislative authority be vested in a General Assembly to consist of two distinct bodies, a Senate and House of Representatives, but that the Legislature of this State, as passed by the Constitution or form of government, passed the 26th day of March, 1776, shall continue and be in full force until the 29th day of November ensuing.

ARTICLE XXII—That the delegates to represent this State in the Congress of the United States be chosen annually by the Senate and House of Representatives jointly, by ballot, in the House of Representatives and nothing contained in this Constitution shall be construed to extent to vacate the seat of any such member who is or may be a delegate from this State to Congress as such.

Federal and State Constitutions, compiled and edited under Act of Congress of June 30, 1906, by Francis Newton Thorpe, Vol. 6, page 3248.

Virginia—1776.

The Legislative, Executive and Judicial Departments shall be separate and distinct so that neither exercise the powers properly belonging to the other * * *

The Legislative shall be formed of two distinct branches, who together, shall be a complete Legislature. They shall meet once or oftener every year and shall be called "The General Assembly of Virginia." One of these shall be called the House of Delegates and * * * the other shall be called the Senate.

The delegates for Virginia to the Continental Congress shall be chosen annually or superseded in the meantime by joint ballot of both Houses of Assembly.

Federal and State Constitutions, compiled and edited under Act of Congress of June 30, 1906, by Francis Newton Thorpe, Vol. 7, page 3815.

Connecticut and Rhode Island.

The earliest Constitution of Connecticut which petitioner was able to find was adopted in 1818 and the only prior document found during petitioner's research was a charter from the Crown.

It also appears that Rhode Island had not adopted a Constitution at the time the Federal Constitution was framed.

The following is from an article by William Clarence Webster of New York, entitled "Comparative Study of the State Constitutions of the American Revolution" contained in volume 9, Annals of American Academy of Political and Social Science, pages 380 to 420:

> "All the Constitutions under consideration, except that of New Hampshire (1776), provided for a nominal chief executive. In reality, however, the Constitutions of Pennsylvania and Vermont did not establish a single executive by an executive board. * * * In all of the States but four, the chief executive was called 'Governor'; in Pennsylvania, New Hampshire, South Carolina and Delaware, he was called 'President.' In seven States (New Jersey, Delaware, Maryland, Virginia, North Carolina, South Carolina, Georgia) this official was elected by a joint ballot of the two houses of the Legislature; in Pennsylvania by joint ballot of the Assembly and Executive Council. In only four (Massachusetts, New York, Vermont, New Hampshire) by the direct vote of the qualified electors of the State * * * under most of the revolutionary Constitutions the Legislature was truly omnipotent and the executive correspondingly weak. Nearly all of these instruments conferred upon the former body practically unlimited power * * * In addition to full Legislative power these bodies were in many cases expressly endowed with important administrative powers at the expenses of the executive * * * The importance of the Legislature was furthermore enhanced in most States by limitations upon the

pardoning power. In only four States (New York, North Carolina, Maryland and Delaware) could the chief executive exercise this power alone."

(*b*) An examination of the minutes contained in the journal of the Federal Convention of 1787 and of Farrand's "Records of the Federal Constitution" and of Elliott's Debates, shows that the framers of the Constitution in considering the formation of Congress constantly referred to it as the "National Legislature" and they also, throughout the proceedings, referred to the "State Legislatures" and we have just observed how the Legislatures of the various States were formed, so that it is apparent that the framers used the term in its ordinary sense.

In discussing plans, the formation of the "National Legislature," one of the delegates, Mr. Mason of Virginia, during a debate on June 20, 1787, in the convention, said:

> "The people of America, like all other people, are unsettled in their minds and their principles fixed to no object, except that a republican government is the best and that the Legislature ought to consist of two branches. The Constitutions of the respective States made and approved by them evinced this principle."

That the framers of the Constitution did not intend that the Governor should have any voice in the selection of members of the House of Representatives or in determining the manner in which they should be selected, is apparent from the following argument made during the convention by Mr. Madison (Farrand's Records of the Federal Constitution, Vol. 2, p. 35):

> "Experience has proved a tendency in our governments to throw all power into the Legisla-

tive vortex. The executives of the States are in general little more than cyphers; the Legislatures omnipotent."

In connection with this point, we also quote the following minutes contained in Farrand's "Records of the Federal Constitution," Vol. 1, p. 175:

"Madison.

Saturday, June 9th.

Mr. Gerry, according to previous notice given by him, moved 'that the national executive should be elected by the executives of the States whose proportion of votes should be the same with that allowed to the States in the election of the Senate.' * * *

He proposed that (mode) of appointing by the State executives as most analogous to the principle observed in electing the other branches of the National Government; **THE FIRST BRANCH BEING CHOSEN BY THE PEOPLE OF THE STATES, AND THE SECOND BY THE LEGISLATURES OF THE STATES; HE DID NOT SEE ANY OBJECT AGAINST LETTING THE EXECUTIVE BE APPOINTED BY THE EXECUTIVES OF THE STATE.**" (Bold-face caps ours.)

The minutes of the convention of June 7, 1787, show the following:

"The following resolution was submitted by Mr. Dickinson, seconded by Mr. Sherman; namely: 'Resolved that the members of the second branch of the National Legislature ought to be chosen by the individual Legislatures' * * * and on the question to agree to the same, it passed unanimously in the affirmative."

In Volume I of "Documentary Histories of the Constitution of the United States of America, derived from the records, manuscripts and rolls deposited in the Bureau of Rolls and Library of Department of State," page 309, we find that Article VI, Section 1, of Plan of the Constitution as reported to the convention on August 6, 1787, was as follows:

> "The times and places and the manner of holding the elections of the members of each House, shall be prescribed by the Legislature of each State, but their provisions concerning them may at any time be altered by the Legislature of the United States."

In Madison's minutes, Vol. 2, Ferrand's Records of the Federal Constitution, page 239, we find the following:

"Madison.

Thursday, August 9th, in Convention.

ARTICLE 6, Section one ('The times and places and manner of holding the elections of the members of each House shall be prescribed by the Legislature of each State; but their provisions concerning them may, at any time, be altered by the Legislature of the United States.')

Mr. Madison and Mr. Governor Morris moved to strike out 'each House' and (to insert 'the House of Representatives') the right of the Legislatures to regulate the times and places, etc. in (the election of Senators) being involved in the right of appointing (them), which was (disagreed to).

Division of the question being called, it was taken on the first part down to 'but their provisions concerning, etc.'

The first part was agreed to *nem. con.*

Mr. Pinkney and Mr. Rutledge moved to strike out the remaining part, viz.: 'but their provisions concerning them may at any time be altered by the Legislature of the United States.' The States they contended could and must be relied on in such cases.

Mr. Madison: 'The necessity of a general government supposes that the State Legislatures will sometimes fail or refuse to consult the common interest at the expense of their local conveniency or prejudices. The policy of referring the appointment of the House of Representatives to the people and not to the Legislatures of the States, supposes that the result will be somewhat influenced by the mode. This view of the question seems to decide that the Legislatures of the States ought not to have the uncontrolled right of regulating the times, places and manner of holding elections. These were words of great latitude. It was impossible to foresee all the abuses that might be made of the discretionary power. Whether the electors should vote by ballot or viva voce, should assemble at this place or that place; should be divided into districts or all meet at one place, should all vote for all the Representatives; or all in a district vote for a number allotted to the district; these and many other points would depend on the Legislatures, and might materially affect the appointments. Whenever the State Legislatures had a favorite measure to carry, they would take care so to mould their regulations as to favor the candidates they wished to succeed. Besides, the inequality of the representation in the Legislatures of particular States, would produce a like

inequality in their representation in the National Legislature, as it was presumable that the counties having the power in the former case would secure it to themselves in the latter. What danger could there be in giving a controlling power to the National Legislature? Of whom was it to consist, 1. Of a Senate to be chosen by the State Legislatures. If the latter therefore could be trusted their Representatives could not be dangerous. 2. Of Representatives elected by the same people who elect the State Legislatures; surely then if confidence is due to the latter, it must be due to the former. It seemed as improper in principle—though it might be less inconvenient in practice, to give to the State Legislatures this great authority over the election of the Representatives of the people in the General Legislature, as it would be to give to the latter a like power over the election of their Representatives in the State Legislatures.'

Mr. King: 'If this power be not given to the National Legislature their right of judging of the returns of their members may be frustrated. No probability has been suggested of its being abused by them. Although this scheme of erecting the General Government on the authority of the State Legislatures has been fatal to the Federal establishment, it would seem as if many gentlemen still foster the dangerous idea.'

Mr. Governor Morris observed that the States might make false returns and then make no provisions for new elections. Mr. Sherman did not know but it might be best to retain the clause, though he had himself sufficient confidence in the State Legislatures. (The motion of Mr. P. and

Mr. R. did not prevail.) (The word 'respectively' was inserted after the word 'State').

On the motion of Mr. Read the word 'their' was struck out, and 'regulations in such cases' inserted in place of 'provisions concerning them.' (The clause then reading—'but regulations, in each of the foregoing cases may at any time, be made or altered by the Legislature of the U. S.) This was meant to give the National Legislature a power not only to alter the provisions of the States, but to make regulations in case the States should fail or refuse altogether.'

ARTICLE VI. As thus amended was agreed to *nem. con.* Adjourned."

On September 10, 1787, the Constitution was referred to the Committee on Style and Arrangement and throughout that instrument (except in two places) Congress was always referred to as "The Legislature" or as "The National Legislature." See Ferrand's "The Records of the Federal Constitution," Vol. 2, p. 565. The following are examples:

ARTICLE III. The Legislative power shall be vested in a Congress, to consist of two separate and distinct bodies of men, a House of Representatives and a Senate. The Legislature shall meet at least once in every year, and such meeting shall be on the first Monday in December unless a different day shall be appointed by law.

ARTICLE VI, SEC. 1. The times and places and the manner of holding the elections of the members of each House shall be prescribed by the Legislature of each State, respectively; but regulations in each of the foregoing cases may at any time be made or altered by the Legislature of the United States.

ARTICLE VII, SEC. 1. The Legislature shall have power to lay and collect taxes, duties, imports, and excises, to pay the debts and provide for the common defense and general welfare of the United States.

ARTICLE XI, SEC. 1. The judicial power of the United States, both in law and equity, shall be vested in one Supreme Court, and in such inferior courts as shall seem necessary, from time to time, but constituted by the Legislature of the United States.

ARTICLE XVII. New States may be admitted by the Legislature into the Union, etc.

APPENDIX "F".

History of Congressional Reapportionment.

Following the decennial census of 1790, Congress passed its first apportionment Act effective April 14, 1792 (1 Stat. L. 253). The Act provides for one Representative in each State for every thirty-three thousand persons. No reference was made to Congressional Districts and presumably all members of Congress were elected at large.

Following the census of 1800, Congress passed a second apportionment act in practically the same language as the Act of 1792 and providing for one Representative for each 33,000 persons (2 Stat. L. 128).

Following the census of 1810, the third apportionment act was passed. The only difference between this Act and the two preceding Acts was that the ratio was changed to one member for every 35,000 persons (2 Stat. L. 669).

Following the 1820 census, the fourth apportionment Act was enacted, substantially the same as those pre-

ceding, except that the basis of representation was fixed at one Representative for every 40,000 persons. No reference is made to congressional districts (3 Stat. L. 651).

After the census of 1830, the fifth apportionment Act was passed, increasing the basis of representation to one member for every 47,000 persons, there still being no reference to congressional districts (4 Stat. L. 516).

Reference to Congressional Districts was made for the first time in Apportionment Legislation in the Act of Congress effective June 25, 1842, which followed the 1840 census and, more particularly in Section 2 thereof, which provides that:

> "In every case where a State is entitled to more than one Representative in Congress, the members shall be elected by districts composed of contiguous territory equal in number to the number of Representatives to which such State may be entitled, no one district to be entitled to more than one Representative" (5 Stat. L. 491).

No reference to Congressional Districts having been made in Apportionment Legislation prior to 1842, presumably members of Congress had been previously elected at large or by districts determined by the several State Legislatures independently of congressional action.

In 1850 provision was made for taking the seventh decennial census and in the census Act the Secretary of the Interior was authorized to apportion Representatives in Congress among the several States and the Act fixed the number of Representatives at two hundred and thirty-three. This Act provided for electing one Representative at large for each major fractional of the ratio and apparently this was the first

time that Congress provided for taking the census and determining the representation in Congress in the same Act.

Following the census of 1860 the number of Representatives was fixed at two hundred forty-one, and additional members were assigned to certain States, but no mention was made as to congressional districts (12 Stat. L. 353).

Ten years later the number of Representatives was fixed at two hundred eight-three, to be elected by districts composed of contiguous territory and containing as nearly as practicable an equal number of inhabitants. Provision was also made for electing members at large in States in which an increased number of Representatives had been given by law, and providing that the other Representatives to which any State might be entitled should be elected by the districts then provided for, until the Legislature of said State might otherwise provide (17 Stat. L. 28).

The Act of February 25, 1882, fixes the number of members of the House at three hundred twenty-five and makes no mention as to the ratio of representation and provides that members shall be elected by districts composed of contiguous territory and which contain as nearly as practicable an equal number of inhabitants. The provisions of the Act are limited to the election of Congressmen thereunder. There was also a provision for electing members at large in case of an increase in the number of Representatives of the State, similar to that contained in the Act of 1872 (22 Stat. L. 5).

In 1891 the number of Representatives was fixed at three hundred fifty-six and apportioned among the several States. The Act also provided for election "under this apportionment" by districts composed of contiguous territory containing as nearly as practi-

cable an equal number of inhabitants. There was also provision for election of Representatives at large, similar to that contained in preceding Acts (26 Stat. L. 735).

Following the census of 1900 an apportionment Act was passed containing substantially the same provisions, both in regard to providing the States with congressional districts and electing Representatives at large "under this apportionment" and containing also the following provision:

> "If the number hereby provided for shall in any State be less than it was before the change hereby made, then the whole number in such State hereby provided for shall be elected at large, unless the Legislatures of said States have provided or shall otherwise provide, before the time fixed by law for the next election of Representatives therein" (31 Stat. L. 733).

Following the census of 1910 by Act of Congress approved August 8, 1911 (37 Stat. L. 13) the number of representatives was fixed at four hundred thirty-three and certain significant changes were made in the language theretofore generally used in such Acts. All prior Acts in which reference was made to redistricting, required that the same be done by the legislatures of the several states, but as appears from the debates on the subject in the Senate (Congressional Record, Vol. 47, part 4, page 3555) and in the House of Representatives (Congressional Record, Volume 47, part 1, pages 673, 674, 675, 676, 701, 702, 703, 704 and 705) for the purpose of permitting the exercise of the right of the referendum provided for by the Constitutions of some of the states in connection with reapportionment legislation Section 4 of the Act was made to read as follows:

"4. In case of an increase in the number of Representatives in any State under this apportionment, such additional Representative or Representatives shall be elected by the State at large and the other Representatives by the districts prescribed by law on August 8, 1911, until such State shall be redistricted in the manner provided by the laws thereof, and in accordance with the rules enumerated in Section 3; and if there be no change in the number of Representatives from a State, the Representatives thereof shall be elected from the districts prescribed by law on August 8, 1911, until such State shall be redistricted as herein prescribed."

As a result of this change each State was "to be redistricted in the manner provided by the laws thereof" instead of "by the Legislature." This language was construed by the Supreme Court of the United States in the State of Ohio ex rel. Davis v. Heldebrandt, 241 U. S. 565, and in that case the Court ruled that, by providing that the redistricting of the congressional districts should be made by each State "in the manner provided by the laws thereof," it was manifest that Congress intended that the referendum should be considered in States wherein the referendum prevailed with reference to reapportionment.

In 1920 the census was duly taken, but the usual apportionment Act was not passed and consequently Representatives in Congress since 1911 have been elected pursuant to the Act of 1913, notwithstanding the intervening census of 1920.

The Seventy-first Congress by the Act of June 18, 1929 (set out hereinbefore) not only made provision for taking the census, but also made provision for (in effect) an automatic apportionment of Representa-

tives in Congress following the fifteenth decennial census and every census thereafter. The Act permits Congress to pass an apportionment Act, but it also provides an arbitrary method of apportionment in case Congress fails to act in this regard.

The Seventy-first Congress adjourned without passing an apportionment Act, and accordingly, Section 22, subdivision (b) of the Act of June 18, 1929, became effective; and pursuant thereto the Clerk of the House of Representatives transmitted to the Governor of Missouri, a certificate showing that Missouri was entitled in the Seventy-third Congress and until the taking effect of a reapportionment under said Act or a subsequent statute, to thirteen Representatives.

We respectfully call the attention of the Court to the fact that all of the apportionment Acts above referred to prior to the Act of 1929, deal only with the election of Representatives in Congress under a particular apportionment; for example, Section 4 of the Act of August 8, 1911, supra, states "in case of an increase in the number of Representatives in any State under this apportionment * * *"

FILE COPY

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CHARLES ELMORE

IN THE

Supreme Court of the United States

OCTOBER TERM, 1931.

THE STATE OF MISSOURI at the relation of JOHN J. CARROLL, *Petitioner*,

vs.

CHARLES U. BECKER, Secretary of State of the State of Missouri, *Respondent*.

No. 805

STATEMENT OF THE CASE AND BRIEF OF RESPONDENT.

STRATTON SHARTEL,
Attorney-General,
RAY WEIGHTMAN,
Asst. Attorney-General,
L. CUNNINGHAM,
Of Counsel,
Attorneys for Respondent.

INDEX.

	Page
Statement of the Case	1
Points and Authorities	4

TABLE OF CASES.

Ex parte Siebold, 100 U. S. 371	5
First National Bank v. State of Missouri, 263 U. S. 648	10
Lefman v. Schuler, 317 Mo. 671; 296 S. W. 808.	10
Nichols v. Robinson, 277 Mo. 483; 211 S. W. 11.	17
Ruckert v. Grand Avenue Railway Co., 163 Mo. 260; 63 S. W. 814	7
State ex rel Barrett v. First National Bank, 297 Mo. 397; 249 S. W. 619	10
State ex rel Barrett v. Dallmeyer, 295 Mo. 638; 245 S. W. 1066	17
State ex rel Barrett v. Hitchcock, 241 Mo. 433, l. c. 457, 146 S. W. 40	18
State ex rel Fitzgerald vs. Voorhis, 222 N. Y. 494; 168 N. Y. S. 1124; 119 N. E. 106	22
State of Ohio ex rel Davis v. Hildebrandt, 241 U. S. 565	9
State ex inf. Majors v. Breuer, 235 Mo. 240; 138 S. W. 515	10
State ex rel Lashly v. Becker, 290 Mo. 560; 235 S. W. 1017	17
State ex rel Schrader v. Polly, 28 S. D. 5; 127 N. W. 848	19
State v. State Highway Commission, 42 S. W. (2d) 196, l. c. 202	7
State v. Public Service Commission, 270 Mo. 429; 192 S. W. 958	17
State v. Public Service Commission, 301 Mo. 179; 257, S. W. 462	17
State v. Wright, 251 Mo. 325; 158 S. W. 823..	17
State v. Burton, 266 Mo. 711; 182 S. W. 746..	22
State v. St. Louis, 319 Mo. 497; 5 S. W. (2d) 1080	22
United States v. Gradwell, 243 U. S. 476, 481..	5

STATUTES CITED.

	Page
Act of Congress of August 8, 1911 (37 St. L. 14)	5
Act of Congress of June 18, 1929 (46 St. L. 26)	5
Constitution of United States, Section 2, Article I	4
Constitution of United States, Section 4, Article I	4
Constitution of United States, Amendment X.	21
Constitution of State of Missouri, Section 1, Article IV	13
Constitution of State of Missouri, Section 24, Article IV	14
Constitution of State of Missouri, Section 25, Article IV	14
Constitution of State of Missouri, Section 38, Article IV	14
Constitution of State of Missouri, Section 39, Article IV	15
Constitution of State of Missouri, Section 57, Article IV	16
Constitution of State of Missouri, Section 12, Article V	16
Constitution of State of Missouri, Section 14, Article V	16

OTHER REFERENCES.

Congressional Record, Volume 71, Part 2, p. 2279	7
Congressional Record, Volume 71, Part 3, pp. 2363-4	7
Congressional Record, Volume 71, Part 3, pp. 2443-4	7
Congressional Record, Volume 71, Part 3, p. 2445	8

IN THE

Supreme Court of Missouri

OCTOBER TERM, 1931.

EN BANC.

THE STATE OF MISSOURI at the relation of JOHN J. CARROLL, *Relator*, vs. HON. CHARLES U. BECKER, Secretary of State of the State of Missouri, *Respondent*.	No. 31668.

STATEMENT OF THE CASE AND BRIEF OF RESPONDENT.

STATEMENT.

Missouri under the 1930 census and the act of Congress of June 18, 1929, became and is entitled to elect thirteen representatives in the Congress of the United States at the general election to be held in 1932.

The General Assembly of Missouri at its session in 1931 by a majority vote of the Senate and House of Representatives, acting separately, passed a bill

dividing the State into thirteen numbered districts, which was sent to the Governor April 24, 1931, and was on the 25th day of April, 1931, vetoed by him and returned to the Senate in which it originated, with his objections thereto in writing; and the disapproval of the bill and objections of the Governor were on that day entered on the Senate Journal. No other or further action was taken on the bill by the General Assembly.

The relator on October 26, 1931, tendered for filing in the office of the Secretary of State his declaration as a candidate for nomination by the Democratic Party at the primary election to be held on the first Tuesday in August, 1932, for Representative in the Congress of the United States from what was numbered and described in said bill as the tenth district. The respondent refused to accept and file relator's declaration as such candidate, and the relator applied to the Supreme Court for a writ of mandamus to compel the respondent to file the declaration. An alternative writ of mandamus was issued by the court on an amended petition filed by the relator, to which the respondent made return, setting out in detail his reasons for refusing to file the declaration, all of which may be summed up in the statement that such refusal was on the ground that there was no such district in existence.

It is conceded for the purpose of this action that the declaration was in proper form; that the relator possessed the necessary qualifications; and that he

was and is entitled to file such declaration if there be such a district.

While the Congress of the United States has the sole and exclusive power to pass upon the election and qualification of its members, this court has jurisdiction to determine whether or not the General Assembly of Missouri has acted within its power and in accordance with the provisions of the Constitution of this State and the laws of Congress and Constitution of the United States, and the effect of its action.

If there is a tenth district from which a representative in the Congress of the United States is to be elected in 1932, the writ applied for should be granted. If no such district was created and established by the action of the General Assembly, the writ should be denied.

POINTS AND AUTHORITIES.

We desire to acknowledge our indebtedness to the Attorney-General of New York and his assistants for the exhaustive research made by them and their brief in a similar case, without which we would have been unable to compile this brief in the limited time allotted.

The House of Representatives shall be composed of members chosen every second year by the people of the several states. The number of representatives shall be apportioned among the states according to the number of their inhabitants, the enumeration to be made within three years after the first meeting of Congress of the United States and within every subsequent term of ten years, in such manner as the Congress shall by law direct.

Section 2, Article I, Constitution of the United States.

The times, places and manner of holding election for representatives shall be prescribed in each state by the legislature thereof, but the Congress may at any time by law make or alter such regulations.

Section 4, Article I, Constitution of the United States.

There is no doubt of the power of Congress over the election of representatives, and when it is exercised, it is exclusive and complete.

Ex parte Siebold, 100 U. S. 371;
United States v. Gradwell, 243 U. S. 476, 481.

The Congress of the United States by the act of June 18, 1929 (46 St. L. 26, Title 2, U. S. C. A. 1931. Cumulative Annual Pocket Part, Sec. 2a, p. 7), provided for the taking of the 1930 census and the apportionment of representatives to the several states.

The Congress by act of August 8, 1911, and particularly Sections 3 and 4 of that act, which are a part of the general law, under the act of Congress of December 7, 1925, Title 1, U. S. C. A., page 3, and which are as follows:

"Sec. 3. Election by districts. In each State entitled under this apportionment to more than one Representative, the Representatives to Congress shall be elected by districts composed of a contiguous and compact territory and containing as nearly as practicable an equal number of inhabitants. The said districts shall be equal to the number of Representatives to which such State may be entitled in Congress, no district electing more than one Representative. (Aug. 8, 1911, c. 5, Sec. 3, 37 Stat. 14.)

"Sec. 4. Additional Representatives at large. In case of an increase in the number of

Representatives in any State under this apportionment such additional Representative or Representatives shall be elected by the State at large and the other Representatives by the districts prescribed by law on August 8, 1911, until such State shall be redistricted in the manner provided by the laws thereof and in accordance with the rules enumerated in section 3; and if there be no change in the number of Representatives from a State, the Representatives thereof shall be elected from the districts prescribed by law on August 8, 1911, until such State shall be redistricted as herein prescribed. (Aug. 8, 1911, c. 5, Sec. 4, 37 Stat. 14.)"

37 St. L. 14, Title 2, U. S. C. A., Sections 3 and 4, page 19,

provided for the division of the states into congressional districts in the manner provided by the laws of the State and in accordance with the rules set out in Section 3 that they be composed of contiguous and compact territory and containing as nearly as practicable an equal number of inhabitants.

Sections 3 and 4 of the act of Congress of August 8, 1911, have not been repealed and are in full force and effect, the opinion of the Supreme Court of Minnesota in the case of Smiley v. Holm, which is relied upon by the relator, notwithstanding.

Where the existence of a statute is brought in question, the courts may examine the legislative

proceeding to ascertain the facts as to what was actually done, and the intention of the legislative body.

Ruckert v. Grand Avenue Railway Co., 163 Mo. 260, 63 S. W. 814;
State ex rel. v. State Highway Commission, 42 S. W. (2d) 196, l. c. 202.

The Supreme Court of Minnesota overlooked or ignored the proceedings in Congress when the act of June 18, 1929, was under consideration. An examination of the Congressional record establishes the fact that the Congress had no intention of repealing Sections 3 and 4 of the act of August 8, 1911, and that in fact the act of June 18, 1929, was only intended to provide for the taking of the 1930 census and the apportionment of the number of representatives to which each state would be entitled under that census.

Mr. Reed of New York, when the act of June 18, 1929, was pending, offered an amendment relating to the formation of districts.

Congressional Record, Vol. 71, Part 2, p. 2279;
Congressional Record, Vol. 71, Part 3, pp. 2363-4.

The point of order was made against the amendment that it was not germane to the bill. The discussion of the question in the Congress is set out in the Congressional record, Volume 71, part 3, pages 2443 and 2444.

Mr. French of Idaho, speaking to the point of order, said:

> "So, bringing the matter to a head, I submit that the pending bill provides for the repeal of Section 1 of the act of August 8, 1911, as this section is in conflict with definite provisions of the pending bill, but it does not provide for the repeal of sections 2, 3, 4 and 5. If that is true, it seems to me that the amendment of the gentleman from New York is germane."

Thereafter, the effect of the provision in Section 21 of the act of June 18, 1929, which reads as follows:

> "That the act entitled 'An act to provide for the fourteenth and subsequent decennial censuses,' approved March 3, 1919, and all other laws and parts of laws inconsistent with the provisions of this act are hereby repealed."

was further considered (Congressional record, Vol. 71, part 3, p. 2445) and the chair ruled:

> "The gentleman from New York calls attention to that provision and claims that that relates to certain sections of the act of August 8, 1911, which bore on the subject of redistricting by the States, but it seems to the Chair that the gentleman overlooked the effect of the words —'all other laws and parts of laws inconsistent with the provisions of this act are hereby repealed.'

"If there is nothing in this bill relating to redistricting, then there can be nothing in it which is inconsistent with the act of 1911 on that subject. There can be no repeal by this bill of any law or parts of laws which are not inconsistent with that act on the subject of redistricting by state legislatures."

It thus appears conclusive that the Congress by the act of June 18, 1929, had no intention of repealing Sections 3 and 4 of the act of August 8, 1911, and did not repeal them.

If the act of August 8, 1911, was not repealed, then the entire reasoning of the Minnesota court falls.

The applicable and controlling decision of the Supreme Court of the United States is State of Ohio ex rel. Davis v. Hildebrandt, 36 Supreme Court 708, 241 U. S. 565, 60 Law Edition 1172, 114 N. E. 55, 94 Ohio St. 154, which holds that the districts should be established and created by the states in the manner required by the Constitution and laws of the state and that such districts should be created by law, and that such law was subject to the initiative and referendum provision of the Constitution.

For one hundred and forty-two years, from the establishment of this government to the year 1931, the universal opinion of legislators, executives, courts and students of our form of government, was that when the several states were divided into congressional districts, that the proper and neces-

sary procedure was to enact a law in the manner required by the Constitution of the state; and in states where the Governor was vested with a part of the legislative power with the right to veto an act of the legislature, that the law forming such districts, like any other law, was subject to the Governor's veto or approval; and that in states where the Constitution reserved legislative powers to the people by the initiative and referendum, as in Ohio and Missouri, such laws were also subject to the referendum. It is inconceivable that all should have been in error until the year 1931, when certain persons who will be, or think they will be, at the time benefited by a new rule, suddenly discover that the Legislature, using that term in its restricted sense as applying to the members elected to that body, has the sole and exclusive power of dividing the states into congressional districts.

Long-continued interpretation of the Constitution or of laws, followed by unanimous consent, should not be lightly disregarded by the court, but furnish a safe guide as to what was originally intended.

State ex rel. Barrett v. First National Bank, 297 Mo. 397, 249 S. W. 619; affirmed, First National Bank v. State of Missouri, 263 U. S. 648, 68 Law Ed. 486;

Lefman v. Schuler, 317 Mo. 671, 296 S. W. 808;

State ex inf. Majors v. Breuer, 235 Mo. 240, 138 S. W. 515.

The following table of what has been done in regard to the establishment of congressional districts in the states of the Union since the establishment of this government, should establish conclusively that the proper and necessary procedure is that such districts be created and established by statute.

State.	Method.	Remarks.
Alabama	Statute	Question never raised.
Arizona		One representative. Question never raised.
Arkansas	Statute	1901—Act 145 at p. 31, Crawford & Moses' Digest.
California	Statute	Section 117, Political Code. Chap. 181, Statutes of 1931. Question of the applicability of a referendum provision of State Constitution, Sec. 1, Art. 4, on the reapportionment of 1931 raised but petition for referendum failed to obtain proper number of signatures. Attorney-General of California opposed to redistricting by any means other than statute.
Colorado	Statute	Question never raised.
Connecticut	Statute	Question never raised.
Delaware		One representative. Question never raised.
Florida	Statute	Compiled General Laws 1929, Art. 3.
Georgia	Statute	Question never raised.
Idaho	Statute	Question never raised.
Illinois	Statute	Question never raised.
Indiana	Statute	State v. Bailey, 16 Ind. 46; May v. Rice, 91 Ind. 546. Question never raised. 1891 bill passed over Governor's veto. 1895 bill passed over Governor's veto.
Iowa	Statute	Constitutional provision, Art. 3, Sec. 37, against subdividing counties and forming congressional districts and against districts including non-adjoining counties.
Kansas	Statute	Question never raised.

State.	Method.	Remarks.
Kentucky.....	Statute...	Question never raised.
Louisiana.....	Statute...	Question never raised. Act 160, p. 294, Laws of 1912.
Maine.....	Statute...	Question never raised. Public Laws 1931, Chap. 245. Resolution requiring approval of Governor has the effect of law. Difference between resolution and other act is only on the question of number of readings before the Legislature.
Maryland.....	Statute...	Code of Public Laws, 1924, Art. 33, Sec. 163 of 172.
Massachusetts..	Statute...	Laws of 1931, Chap. 438.
Michigan.....	Statute...	Question never raised.
Minnesota.....	Statute... (up to 1931)	Statute vetoed 1931. Legislative act without Governor's approval filed. See discussion herein, Smiley v. Holm —decision of Minnesota Supreme Court, Oct. 9, 1931.
Mississippi....	Statute...	Question never raised.
Missouri.....	Statute...	Constitutional provision for referendum. Attorney-General's opinion opposed to redistricting other than by law, including referendum provision.
Montana.....	Statute...	Question never raised.
Nebraska.....	Statute...	Question never raised.
Nevada.....	.....	One Congressman.
New Hampshire.	Statute...	Question never raised.
New Jersey....	Statute...	Question never raised.
New York.....	Statute... (up to 1931)	Issue before the court herein of Concurrent Resolution of Senate and Assembly of April 10, 1931.
New Mexico....	.....	One Representative.
North Carolina.	Statute...	Question never raised.
North Dakota..	Statute...	Question never raised.
Ohio.....	Statute...	See: Davis v. Hildebrandt, 241 U. S. 565-103 Ohio Laws 567, discussed herein.
Oklahoma.....	Statute...	Question never raised.
Oregon.....	Statute...	Question never raised.
Pennsylvania...	Statute...	Act 361—approved June 27, 1931.
Rhode Island..	Statute...	Question never raised.
South Dakota..	Statute...	See: Schrader v. Polley, 26 S. D. 5.

State.	Method.	Remarks.
Tennessee.....	Statute...	Question of joint resolution authorizing constitutional convention, but not involving districting, now pending.
Texas.....	Statute...	Concurrent resolutions need executive approval, Art. 4, Sec. 15, Constitution of Texas.
Utah.....	Statute...	Constitutional provision for districting, Sec. 1, Art. 9.
Vermont.....	Statute.	Question never raised.
Virginia.....	Statute...	Constitutional provision for districting by law. Section 55, State Constitution.
Washington....	Statute...	Question never raised.
West Virginia...	Statute...	See: Re: Boyd Adkins, 83 W. Va. 673. Joint Resolution not effective as a statute.
Wisconsin.....	Statute...	Legislative Committee appointed to investigate proper procedure. Statute introduced in the Assembly and passed—Bill No. 998-a. Adjournment before further action.
Wyoming.....	.....	One Representative.

The General Assembly of Missouri is not the sole depository of legislative power; a part of such power is vested in the Governor; a part of it has been reserved to the people by the initiative and referendum; and all of the legislative acts of the General Assembly are limited by the Constitution of the State.

Section 1 of Article IV of the Constitution is as follows:

> "The legislative power, subject to the limitations herein contained, shall be vested in a Senate and House of Representatives, to be styled 'The General Assembly of the State of Missouri'."

Section 24 of Article IV of the Constitution is as follows:

> "The style of the laws of this State shall be: '*Be it enacted by the General Assembly of the State of Missouri, as follows:*' "

Section 25 of Article IV of the Constitution is as follows:

> "No law shall be passed except by bill, and no bill shall be so amended in its passage through either house as to change its original purpose."

Section 38 of Article IV of the Constitution is as follows:

> "When the bill has been signed, as provided for in the preceding section, it shall be the duty of the Secretary of the Senate, if the bill originated in the Senate, and of the Chief Clerk of the House of Representatives, if the bill originated in the House, to present the same in person, on the same day on which it was signed as aforesaid, to the Governor, and enter the fact upon the journal. Every bill presented to the Governor, and returned within ten days to the House in which the same originated, with the approval of the Governor, shall become a law, unless it be in violation of some provision of this Constitution."

Section 39 of Article IV of the Constitution is as follows:

"Every bill presented as aforesaid, but returned without the approval of the Governor, and with his objections thereto, shall stand as reconsidered in the house to which it is returned. The house shall cause the objections of the Governor to be entered at large upon the journal, and proceed, at its convenience, to consider the question pending, which shall be in this form: 'Shall the bill pass, the objections of the Governor thereto notwithstanding?' The vote upon this question shall be taken by yeas and nays, and the names entered upon the journal, and if two-thirds of all the members elected to the house vote in the affirmative, the presiding officer of that house shall certify that fact on the roll, attesting the same by his signature, and send the bill, with the objections of the Governor, to the other house, in which like proceedings shall be had in relation thereto; and if the bill receive a like majority of the votes of all the members elected to that house, the vote being taken by yeas and nays, the presiding officer thereof shall, in like manner, certify the fact upon the bill. The bill thus certified shall be deposited in the office of the Secretary of State, as an authentic act, and shall become a law in the same manner and with like effect as if it had received the approval of the Governor."

Section 57 of Article IV of the Constitution reserves legislative power to the people by the initiative and referendum.

Section 12 of Article V of the Constitution is as follows:

> "The Governor shall consider all bills and joint resolutions, which, having been passed by both houses of the General Assembly, shall be presented to him. He shall, within ten days after the same shall have been presented to him, return to the house in which they respectively originated, all such bills and joint resolutions, with his approval indorsed thereon, or accompanied by his objections: *Provided*, That if the General Assembly shall finally adjourn within ten days after such presentation, the Governor may, within thirty days thereafter, return such bills and resolutions to the office of the Secretary of State, with his approval or reasons for disapproval."

Section 14 of Article V of the Constitution is as follows:

Even Resolutions must be presented to Gov.

"Every resolution to which the concurrence of the Senate and House of Representatives may be necessary, except on questions of adjournment, of going into joint session, and of amending this Constitution, shall be presented to the Governor, and before the same shall take effect, shall be proceeded upon in the same manner as

in the case of a bill: *Provided*, That no resolution shall have the effect to repeal, extend, alter or amend any law."

The General Assembly of Missouri has no power to enact law by resolution. The only resolutions of the General Assembly that are not subject to the approval or veto of the Governor are expressly stated in Section 14 of Article V of the Constitution.

The legislative authority in this State is not vested solely in the General Assembly. The Governor is a factor in legislation, and reservations are also made to the people.

Nichols v. Robinson, 277 Mo. 483, 211 S. W. 11;
State ex rel. Lashly v. Becker, 290 Mo. 560, 235 S. W. 1017;
State ex rel. Barrett v. Dallmeyer, 295 Mo. 638, 245 S. W. 1066.

Limitations placed on the legislative power by the Constitution are mandatory.

State ex rel. v. Public Service Commission, 270 Mo. 429, 192 S. W. 958;
State ex rel. v. Public Service Commission, 301 Mo. 179, 257 S. W. 462.

The General Assembly cannot restrict the powers granted to the Governor by the Constitution.

State ex rel. v. Wright, 251 Mo. 325, 158 S. W. 823.

It has been held that the division of this State into senatorial, congressional and judicial districts is a legislative act and must be by statute, and is therefore subject to the Governor's veto.

State ex rel. Barrett v. Hitchcock, 241 Mo. 433, l. c. 457, 146 S. W. 40.

The Court said:

"That the districting of the State into legislative, senatorial, congressional and judicial districts is the exercise of legislative authority, cannot be successfully questioned. Authorities so hold, and it has been the uniform practice in this and all other states, in so far as I have been able to ascertain, that, too, has been the procedure with the United States Government. That authority is akin to, and flows from the same power and authority that fixes the boundary line of the State, and subdivides the State into counties, etc."

The question of the power of the General Assembly, should it undertake to act independently of the Governor, in the division of the State into congressional districts, is not before the court. The General Assembly in 1931 undertook to enact a statute in the manner provided by the Constitution of this State. It was vetoed by the Governor and returned with his objections in the time and manner required by the Constitution. The General Assembly, then, under Section 39 of Article IV of the

Constitution, could have taken a vote on the question, "Shall the bill pass, the objections of the Governor thereto notwithstanding?" But the General Assembly took no other or further action whatever on the bill. It took no other or further action in regard to the division of the State into Congressional districts, so that the question before the court is whether or not the bill passed by the General Assembly became a law. No argument or citation of authority is necessary to show that it did not become a law, and we challenge the relator to cite any decision of any court to the contrary.

Under the Constitution of Missouri the Legislature is granted sole power only in impeachments, and in such cases the House of Representatives has the sole power of impeachment and the Senate has the sole power to try the case, and in the trial of the case acts as a court and not as a legislative body.

If the action of the General Assembly of Missouri in 1931 be held to constitute a division of the State into congressional districts, the above cited provisions of the Constitution must be disregarded, and the power reserved to the people by the referendum must be held for naught.

The answer to all of the contentions of the relator is to be found in the decision of the Supreme Court of the United States in the Hildebrandt case cited above.

The Minnesota court disapproved the decision of the Supreme Court of South Dakota in the case of State ex rel. Schrader v. Polly, 28 S. D. 5, 127 N.

W. 848, but we submit that the reasoning of the South Dakota Court is more in harmony with the principles of our government.

The cases cited as to the meaning of the word "legislature" as being limited to members elected to that body when acting upon proposed amendments to the Constitution of the United States, are not applicable to the case at bar. The adoption of amendments to the Constitution of the United States is governed solely by Article V of the Federal Constitution.

The suggestion of relator that, if the action of the 1931 General Assembly be not sufficient to divide the State into congressional districts, there are now sixteen districts in Missouri from which Representatives in Congress should be elected, is wholly without merit. When the 1930 census was taken and thirteen Representatives were apportioned to Missouri, the Missouri law dividing the State into sixteen districts was not repealed but it was superceded and rendered ineffective by the exercise by Congress of the power expressly granted to it by the Constitution of the United States.

No question of the power of Congress is involved in this case, but we do not concede that the Congress has the power to divide the states into districts from and by which Representatives in Congress shall be elected or to deny admission to Representatives elected from and by the whole state.

The Constitution of the United States is a grant of power, a prohibition of power and also a reserva-

tion of power. The powers not granted to the United States by it, nor prohibited to the states, are reserved to the states or to the people.

Amendment X, Constitution of the United States.

The House of Representatives of the Congress of the United States is not composed of representatives of districts but of representatives of the several states. No power is granted to Congress to provide for representation by districts by Section 2 of Article I of the Constitution of the United States. Therefore, the power to divide the State into districts for the election of the Representatives of the State in the Congress is reserved to the State and to the people of the State by the tenth amendment to the Federal Constitution.

The power to divide the states into districts from and by which Representatives in the Congress shall be elected is not granted to the Congress by Section 4 of Article I of the Constitution of the United States. The clause, "The times, places and manner of holding elections," does not refer to the question of districts nor authorize Congress to provide for Representatives from districts as distinguished from the whole state. The State itself has the power to determine whether its Representatives in the Congress shall be elected from and by the whole State or from and by districts.

The Legislature may by law redistrict the State according to the apportionment of the Congress,

although it had previously divided the State into districts under that apportionment.

State ex rel. Fitzgerald v. Voorhis, 119 N. E. 106, 222 N. Y. 494, 168 N. Y. S. 1124, 182 App. Div. 927.

The Constitution of Missouri is the chart for the guidance of the executive, judicial and legislative branches of our government. It is a grant of power in some instances but constitutes a limitation on the power of the General Assembly.

State ex rel. v. St. Louis, 319 Mo. 497, 5 S. W. (2d) 1080;

State ex rel. v. Burton, 266 Mo. 711, 182 S. W. 746.

The State of Missouri, therefore, within the powers reserved to it and the people of the State, has determined by its Constitution how its General Assembly shall proceed in the performance of its legislative acts, and that the action of the General Assembly except as to impeachments, adjournments, joint sessions and proposals of amendments to the Constitution shall be subject to the approval or veto of the Governor.

It is conceded by all authorities that the division of a state into districts is a legislative act.

We respectfully submit that in the case at bar the respondent's action was proper, and that the alternative writ of mandamus issued herein should

be quashed, the writ of mandamus applied for denied and the respondent discharged with his costs.

Respectfully submitted,

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INDEX.

	Page
Statement	1
Points and Authorities	4

SUPREME COURT OF THE UNITED STATES.

No. 805.—October Term, 1931.

John J. Carroll, Petitioner,
vs.
Charles U. Becker, Secretary of State of the State of Missouri, Jefferson City, Missouri.

On Writ of Certiorari to the Supreme Court of the State of Missouri.

[April 11, 1932.]

Mr. Chief Justice Hughes delivered the opinion of the Court.

The State of Missouri, under the reapportionment of representatives in Congress (Act of June 18, 1929, c. 28, 46 Stat. 21, 26) is entitled to thirteen representatives in place of sixteen as theretofore. The petitioner brought this proceeding to obtain a writ of mandamus to compel the Secretary of State of Missouri to file a declaration of the petitioner's candidacy for the office of representative in Congress in one of the congressional districts alleged to have been created by a bill passed by the House of Representatives and the Senate of Missouri in April, 1931. An alternative writ was issued, and respondent, Secretary of State, alleged in his return that the bill in question had been vetoed by the Governor and hence had not become a valid law of the State. The Supreme Court of the State, in the view that Article I, section 4 of the Federal Constitution, provided for the enactment of laws, upheld the action of the Secretary of State and quashed the alternative writ. The court also decided that "since the number of representatives for Missouri has been reduced the former districts no longer exist and representatives must be elected at large." 45 S. W. (2d) 533. A writ of certiorari was granted by this Court.

The questions are substantially the same as those which were presented in No. 617, *Smiley* v. *Holm*, decided this day, and the judgment is affirmed.

Judgment affirmed.

Mr. Justice Cardozo took no part in the consideration and decision of this case.